THE SURVEY

MIDMONTHLY DECEMBER 1948

SOCIAL WELFARE ATTACHÉS

FRANCES K. KERNOHAN

THE VILLAGE IS MY CLIENT

HAROLD C. HARLOW, JR.

FOUR DOLLARS A YEAR

MAGAZINE OF THE WELFARE MOVEMENT

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TUSKEGEE INSTITUTE, since 1881, has followed a program of service in offering practical training for Negro youth in promoting interracial good will. Maintains Department of Records and Research for compiling and releasing pertinent information on race relations and Negro progress. Publishes NEGRO YEARBOOK. F. D. Patterson, President, Tuskegee Institute, Alabama.

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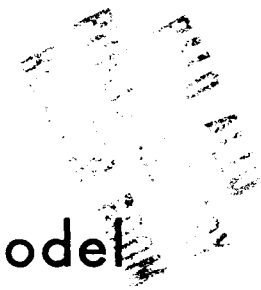

THE SURVEY 1949 Model

To You our Readers

Come Spring and *THE SURVEY* will round out 40 years of exciting service to the General Welfare. But it will be reaching you in a new incarnation, scarcely three months old.

Meanwhile, you will have had the chance not only to get its measure, but to help shape it by constructive criticisms and suggestions. These we are eager for as we go forward.

Like *SURVEY GRAPHIC* for December, this is the last *SURVEY MIDMONTHLY* to reach our readers as such. Beginning in January we shall bring out, not two periodicals (each at $4 a year or $6 for joint subscription), but a new and enhanced monthly magazine at $5.

The new *SURVEY* will exercise our franchise to "get at the facts of social and economic conditions and bring them out in ways that will count." And it will rightly carry our SURVEY ship as insignia —a lateen-rigged caravel that smacks of discovery.

Our prime purpose is to interpret exploration and experience, inventions, demonstrations in the fields we have made our own. Such fields as social work, health and education; community and regional planning; racial and industrial relations; civil liberties, peace and good will among men.

Our articles will be geared to the common intelligence of specialists and laymen alike. They will seek to catch the intimate problems, the yeasty ideas; pageantry of American life and, no less, the skills, the calls, and thrusts of action that push out horizons. We like to recall the tangible results that have sprung from single articles, special inquiries, special numbers. We hope to carry over into the new enterprise the continuity afforded by our *Midmonthlies*, the swift research characteristic of our *Graphics*, the opportuneness and visualization that have brought the combined circulation of our fourteen CALLING AMERICA Specials to well above half a million copies since 1938.

◆ ◆ ◆

OURS, as you know, is a membership corporation on the borders of education and journalism. Founded in 1912, with few precedents to go by, the working conception of Survey Associates has enlisted reader-members the country over. In November, a letter went to them spelling out the crisis we've faced—and how we might outflank it.

This was more than a referendum. Three fourths of them pledged renewal for 1949 of their annual memberships ($10, $25, $50, $100 and above). Some increased their contributions; others undertook to send advance payments, recruit new members. From a cross-section of regular subscribers, state by state, came pledges in like fashion; and as a by-product, not a few joined our fellowship forthwith. (Our latch-string is out right now of all times!)

More than anything else, these advance assurances (yours perhaps among them) fortified our Board of Directors on December 6 and gave us a green light ahead.

◆ ◆ ◆

What has afflicted us for eighteen months is not a private malady but a postwar epidemic of inflated production costs which in 1947 stripped us of reserves. In 1948 we have cleared hurdle after hurdle that seemed insurmountable in working our way up and through to hard choices, practical plans, and high hopes for 1949. PAUL KELLOGG, Editor

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SO THEY SAY

TO THE EDITOR: We enjoy reading SURVEY. It gives us a shot in the arm at times when it is most needed. The sections devoted to mental health are especially stimulating. We appreciate the opportunity for keeping up with the rest of the welfare field.

ESTHER H. DE WEERDT
Executive Director
Wisconsin Society for Mental Health

TO THE EDITOR: There have been a large number of articles on mental health appearing in the SURVEY and in many other places during the past several years. Although some of these articles have not been an unmixed blessing most of them have contributed something to the general increased public awareness of the problems of mental health. Few, however, have had the quality of sincerity and intelligent leading that is contained in "I'd Try Anything," in the October *Midmonthly*. I wish that this article could be brought to the attention of a much larger audience.

Secretary ROSS W. SANDERSON, JR.
Mental Hygiene Division
Public Charities Association of Pennsylvania

TO THE EDITOR: I am deeply sorry to see anything played up that in any way aids and abets the "war is inevitable, better hurry up and get ready for it" psychology. For this reason I am sorry that the excellent article by Wilmer Shields Rich was published in the October *Midmonthly*. . . . It seems to me that Dr. Murray's article (see "America's Mission," *Survey Graphic*, October 1948) should be required reading for every volunteer who is recruited for work in the programs outlined in Mrs. Rich's article.

ORVILLE ROBERTSON
Executive Secretary
Family Society of Seattle

TO THE EDITOR: I want to congratulate you and the author of "I'd Try Anything" which appears in the October SURVEY *Midmonthly*. I felt the message so genuine and also so well written, carrying a message that should be more widely recognized, that I immediately wrote the *Reader's Digest* to call it to their attention for possible reprinting. To know that mental disease causes real sorrow, made worse by public misunderstanding, seems to me to be a piece of knowledge that needs wider dissemination.

PAUL V. LEMKAU, M.D.
Director, Mental Hygiene Study
School of Hygiene and Public Health
Johns Hopkins University, Baltimore

Apology and Correction

We deeply regret the typographical errors that appeared in Gordon J. Barnett's article, "The Truth About Aptitude Tests," in the November SURVEY *Midmonthly*.

Mr. Barnett has generously submitted the following paragraphs to explain the ideas that were affected by the mix-up of type in the third column of the first page of his article.

Aptitude has been defined as ". . . a condition or set of characteristics regarded as symptomatic of an individual's ability to acquire with training some (usually specified) knowledge, skill, or set of responses such as the ability to speak a language, to produce music, etc." By definition, then, aptitude tests are not intended to measure actual achievement.

Achievement tests (usually tests of school subject-matter) are frequently used to indicate how much a person has profited from specific training. Only indirectly are these tests predictive, and this mainly in connection with tests of achievement in school subjects which do help to indicate the degree of success a person may expect to attain in future courses. In the same manner, *Trade Tests* are used in industry to ascertain how facile a person already is at some operation, not how rapidly he will learn it. Aptitude tests measure future performance, assuming some training is provided.

The important thing is that tests of aptitudes in several occupational areas must be combined with other measures of interest, intelligence, personality and/or achievement, and that all this information must be combined with further information concerning the individual to produce a composite of him as a living creature with needs, motives, and certain limitations, not just a fancy profile of test scores.

With this knowledge, candidates for vocational guidance will not request that they be given "aptitude tests" or "THE aptitude test" as the sole instrument of vocational counseling.

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Social Welfare Attaché Program

FRANCES K. KERNOHAN

Chief, Social Branch, Division of International Labor and Social Affairs, Department of State

Concrete evidence that United States foreign policy is advancing in fields contributing to the betterment of citizens in a world at peace are most gratifying in these days of international political stress. Such evidences, happily, are many, and one that is significant is the launching by the Department of State of a Social Welfare Attaché Program which was activated in May of 1948.

For some time the Foreign Service of the United States has had specialists in various substantive fields who have been concerned with developments in other countries that do not bear solely on political policies and programs. Notable among these specialists are the labor attachés whose posts were created beginning in 1944 and who are now assigned to some twenty countries. This program is conducted by the Department of State in cooperation with the Department of Labor and has as its focus the complete, objective, and analytical reporting from the diplomatic missions of the United States on problems relating to labor and its organized activities.

In June 1948, a Public Health Attaché Program was inaugurated by the department in cooperation with the Public Health Service of the Federal Security Agency. The purpose of that program is to carry public health and medical developments of the United States to other countries and to bring their current research and activities in these fields to this country.

Origin of the Idea

The idea of having a few specialists in the field of social welfare attached to foreign posts at selected points throughout the world originated several years ago. The idea grew from a recognized need of the Department of State and other governmental agencies for more technical information about social welfare developments in foreign countries and a better knowledge of their relationship to the political and economic conditions in those countries. The Federal Security Agency, with its wide range of federal social welfare functions, has been the agency most instrumental in assisting with the development of the social welfare attaché program. Other federal departments that have had varying degrees of interest in the program are the Bureau of Prisons of the Department of Justice, the Department of Labor, the Office of the Administrator of the Housing and Home Finance Agency, and the Home Economics Section of the Department of Agriculture.

Non-governmental agencies, which will find useful the kind of information which can be provided by these social welfare specialists, include the American Association of Social Workers, the American Association of Schools of Social Work, the National Social Welfare Assembly, the American Council of Voluntary Agencies for Foreign Service, Inc., and the American Red Cross.

What Welfare Attaches Do

Although the functions of a social welfare attaché vary according to conditions prevalent at the particular post, the duties include the following types of activity.

1. Providing information for the Department of State and other governmental and voluntary agencies regarding social welfare developments and conditions in foreign countries. Fields of interest include: social insurance; financial assistance to low income groups; child welfare; care of the physically and mentally handicapped and the aged; vocational rehabilitation; treatment of the delinquent and criminal; and the social aspects of housing.

2. Informing the Department of State and other governmental and private agencies about both official and unofficial attitudes in the country to which an attaché is assigned concerning the programs of the international organizations in the social field, particularly the Economic and Social Council of the UN and its specialized agencies.

3. Appraising the effect, as well as some of the welfare aspects of American overseas aid programs, both governmental and voluntary; facilitating and aiding in the coordination of the work of United States public and private welfare agencies engaged in overseas programs affecting that country.

4. Serving as a consultant in the Embassy on social welfare problems of United States citizens and alien dependents of citizens brought to the attention of foreign posts.

At the present time the program is limited to two attaché posts. As the program develops, it is hoped that, through a positive demonstration of the efficacy of the services which social welfare attachés may provide, a case may be made for increasing this number. The attachés are Foreign Service Reserve Officers and are administratively responsible to the Ambassadors of the posts to which they are assigned and to the Director General of the Foreign Service.

The social welfare attachés, as is true for the labor attachés, receive technical guidance from the Division of International Labor and Social Affairs located in the Office of International Trade Policy under the Assistant Secretary of State for Economic Affairs.

Appointments Made

Irving J. Fasteau, graduate of the New York School of Social Work, formerly supervisor of social service of the State Board of Child Welfare, New Jersey, and immediately prior to that, chief of the UNRRA mission to Finland, took up his post in the American Embassy at Paris in May 1948.

Evelyn Hersey, graduate of the Pennsylvania School of Social Work, formerly assistant to the United States Commissioner of Immigration and Naturalization and, before that, service director for the American Committee for Christian Refugees, left for her post at New Delhi, India, in early November.

In the selection of Irving J. Fas-

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teau and Evelyn Hersey, care was exercised by the Department of State to relate, insofar as possible, their backgrounds to the requirements of the post to which they were being assigned. The potentialities of this assignment in France, it was believed, warranted a person whose previous positions had been in the field of public welfare. This is true for Mr. Fasteau, who had been associated with the Bureau of Public Assistance of the Social Security Board and who had held various positions in the New Jersey Department of Institutions and Agencies. On the other hand, the requirements for India seemed to point more to knowledge and skills in the private welfare field, and Miss Hersey fitted that bill of particulars, having been associated with the International Institute in Philadelphia and with various branches of the YWCA.

First Assignments

Keeping in mind the experimental character of this program, in the selection of the two posts, it was desired to secure for the United States as diversified and well rounded a view of social movements and developments in different parts of the world as possible.

For this reason, France was selected because of its long history in social welfare; its numerous social agencies of established reputation; its long-developed system of governmental aids, services, and social insurance; and its many schools of social work with developed theories of training. In Paris alone there are ten such schools. For many years there has been an interchange of information with United States social work. Many American voluntary agencies are at work in France, and many United States social workers know a good deal about social work in France. French social movements and social work methods are embedded in a western setting.

In contrast, India was selected because organized social work there is in the beginning stages and is growing rapidly. In particular the Government of India, since its founding on August 15, 1947, has been acutely aware of the urgent needs for social welfare work on a large scale, and has evolved a series of comprehensive plans designed to meet these needs. Some of the present developments in India which have interest for American social welfare are the welfare experiments being tried in a number of industrial plants in India and various "social education" schemes being experimented with through the establishment of a number of privately financed village projects.

The program of helping approximately five million non-Moslem displaced persons now in India to reestablish themselves is occupying much time and thought on the part of the Government of India.

Growing interest in social work is evidenced by the recent establishment of conferences on social welfare. In November, 1947, the First All India Conference of Social Work was convened, and Indian social work leaders have demonstrated that they are turning to the United States to secure help on the techniques and the "know how" of our social work.

Experience to Date

Although it is too early to know how the work of the social welfare attachés will develop, real progress is being made at the Paris post. The social welfare attaché has represented the Ambassador in conferences with the Director General of the Social Security Program in France. At the Ambassador's request he has compiled a study which analyzes and evaluates the program operation of the United Nations International Children's Emergency Fund in France.

The attaché was a member of the United States Delegation to the Program Committee of the UNICEF meeting in Paris last June.

Mr. Fasteau attended the meeting held at Geneva at which the relations of the voluntary agencies to the program and operations of the International Refugee Organization were discussed. At the request of French officials he has provided information and consultation on American methods in the field of juvenile delinquency. Our attaché has represented the Ambassador at several functions which pertained to the field of social welfare, including a ceremony at the University of Paris commemorating the arrival of additional American "Friendship Train" supplies.

Information on social legislation in the United States and the development of our social security system is being provided to the Director of the Musée Social, material which will be incorporated in a study by a member of the French Academy. A treatise on the prevention of crime and treatment of criminals in the United States is being prepared by the Director General of the Institute of Comparative Law in France based on material which the attaché is providing. Mr. Fasteau has made available advice and data on treatment of the blind in the United States to the Secretary General of the Union des Aveugles de Guerre, a large French organization which provides teaching, vocational training, and recreational services for approximately 2,300 blind persons.

Thus, it is believed that the Social Welfare Attaché program in this short span of time, is already demonstrating the means to the fulfillment of a need by governmental departments and private welfare agencies, and it is hoped that in the years to come this program will provide to our government and interested agencies current social data that eventually will be worldwide in scope and broad in coverage and content.

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The Village Is My Client

HAROLD C. HARLOW, JR.

Field Representative, The Congregational Christian Service Committee

Imagine a town the size of Lexington, Kentucky,—not very large, yet not at all provincial. Starting a social agency in such a town would not be very difficult. Work would probably go along at a leisurely pace, with the usual cases of a few needy families, a few delinquent children, an alcoholic or two, and so on. But try to imagine that this whole town, every person in every single family, is your client, and you will understand something of our situation here in Elleniko, Greece. In these families, every mother is overburdened, every man bowed down by responsibilities he cannot fulfill, every young woman tempted by prostitution, every teen-ager a potential delinquent, every child undernourished. In other words, the village is my client.

It was in October, 1947, that I arrived in Elleniko. As field representative for the Congregational Christian Service Committee, and teacher of social work at the American College for Girls (Pierce College), my job was to head the social welfare department of the college, using as field work placements for my students, the CCSC projects in Elleniko; and to assist the worker who had preceded me in starting those projects.

At first, Elleniko presented a bewildering problem. Formerly a beautiful summer resort by the sea, where wealthy families enjoyed summers in their spacious homes, it is now a modern Pompeii. Because of its proximity to the largest airport in Greece, it was a constant target of allied bombers in 1943-44 when the Germans occupied Greece. Though the Greeks never resent this damage done by English and American bombs, we have the feeling that through our work, we are partially paying a debt. Elleniko itself will never recover, for the airfield is pushing its landing strip out into the center of the village like the tentacles of an octopus.

After the war, Elleniko offered no enticement to the few wealthy families remaining in Athens—their homes were destroyed, streets torn up, gardens covered with rubble. But to the thousands of homeless needy persons it was a blessing. Family by family, they moved into the wrecks of homes with no roofs or windows, often with a complete wall and second story gone. They cleaned out the rubble inside, blocked up a few windows to keep from freezing in winter, set up their few sticks of furniture, and they had a home—at least until they would have to retreat before the growing airport.

Starting Over

When the people of Elleniko went about trying to find some means of making a livelihood, they had to start over again, for their shops, boats, and whatever they had made a living by before the war, were gone. Several of the men planted flower gardens and try to sell their blossoms in Athens. Often they walk the ten miles, carrying the flowers in baskets, or in a tiny cart drawn by donkey. To the tourist, this is a colorful picture; to the man, it is his only means of keeping his children from starving. Others work in shoe shops or sell goods on the black market. They rarely earn more than $15 a month, often much less.

If the family is fatherless—as so many are because of the war—it is left to the mother and children to provide for themselves. That is one reason for the many small children who peddle gum and candy on the streets of Athens, and those who beg from the passers-by. Though no one can earn what Americans would call a minimum living wage, somehow these people manage without ever buying clothes, with no toys for children, and on a diet of bread and olives.

With so great a need everywhere apparent, it was difficult to choose a long range project. But after much consideration and many meetings with the mayor of Elleniko, it was decided to build and run a clinic for the village, since there had been no medical services available to the community for two years since the war. The mayor offered to allow the clinic to be built near his well, which affords the only water supply. It took two months and approximately $200 to finish the neat, small but efficient little center which was dedicated in October 1947, just after my arrival.

We obtained the services of a doctor and an able nurse to assist him. The doctor comes regularly several times a week and on special days for inoculations. Besides his clinic work, he is authorized to give prescriptions for free medicine to those who are unable to pay. Once the clinic was running smoothly, we kept to the background, except to supply canned milk for babies, vitamin pills and medicines; and to help iron out difficulties which may arise.

Having made a good start toward helping the physical needs of the community, we felt that we must do something for the children who had no toys, and spent their time playing amidst the dangerous ruins. We had seen evidence of the dangers of such play and wanted to see the children playing in a safe place, under competent leadership. Thus the idea of a play school came into being.

The local school, housed in one of the ruined homes, and boasting of two teachers for some two hundred pupils of all ages, was the most convenient place to carry out our plans. With some old athletic equipment sent from America, plus materials for sewing and crafts, and aided by five of the social welfare students, we started play groups and arts and crafts classes for the children in after-school hours. Although the surroundings and equipment were by no means comparable to those of the schools in America, the enthusiasm of the children would prove a good match for youngsters of any nation. Greek children, particularly fond of playing ball in any form, will play happily for hours with our one tattered volley ball. The little girls

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were excellent needleworkers, and turned out embroidered goods that would be priceless in America. Unfortunately there is a prohibitively high import duty on such goods.

As summer came near, we felt that we must not abandon the children, though their regular school would soon close. In fact, we felt their needs would be even greater. So, again with the cooperation of several social welfare students, we opened a summer school in July, this time including children as young as two years of age. Every weekday morning, there were games, dances and songs for the littlest ones, a machine shop for the boys, arts for the girls, and the inevitable ball game for all. In this way one hundred children were kept busy and happy. Group recreation is something new for most of these children, as most of what is called recreation here is really formalized calisthenics, or else it is overlooked entirely in the heavy academic schedules these youngsters carry during the school year.

Distribution Problems

One of our continuous jobs is to distribute the constant flow of food and clothing among the families of the village. At first this was done in a haphazard fashion, causing difficulty for us and jealousy among the town people. We had no real list of villagers who were most in need, and gave clothes and CARE packages to families recommended to us by the few villagers we know. Word soon spread around, and we were besieged by people demanding to know why they, too, had not received this help.

In an effort to find a better method of distribution, we recruited a very competent Greek girl from the social welfare class to visit families and make up lists showing their economic status. She spent hours and days on this job, and with her lists we were able to prepare bundles for each family with some certainty that the clothes would fit. But the problem of distribution itself remained. Not only was it too time-consuming to carry each bundle to each family, but the government, in order to prevent hoarding, had ordered that the distribution of all clothing and food sent by philanthropic organizations must be completed within three months after shipments had arrived. With our limited staff this made individual distribution impossible.

Finally, a committee was organized, made up of the mayor, the local priest, the superintendent of schools, the school teacher, the police chief, an adult from one of the needy families, and the town clerk as secretary. Their first job was to go over our original list and revise it. Next they helped with the actual making up and distribution of the clothing. Final distributions were carried out quickly and efficiently at the local school, with each family calling for its bundles. Because now so much of the responsibility was shared by villagers themselves, there was a minimum of dissatisfaction.

Now gradually we began to see a transformation in our friends. It wasn't exactly like Cinderella, but at least many of the rags were replaced by warm clothing, and the children were so proud! It was remarkable to see a person who hadn't bothered to keep clean because of having nothing nice to wear, now appearing washed, hair combed neatly, with a bright smile to match.

Although food is always most needed, distribution of it was most difficult. CARE packages did not arrive in enough quantity to provide for everyone, so we had to limit ourselves to the neediest families, even though we knew everyone was needy. Distribution of canned milk was accomplished by simply piling boxes into our jeep, "Silver," and taking them to the school house at an appointed time. The mothers would come, sign opposite their names on the list, and receive their allotment—one can for every child under five years. We found it necessary to open the cans to make sure that they are not resold on the market.

Though distributions continue, we hope to carry out a different plan which will give our village friends a sense of self-respect, which must always be at least a little lost when receiving donations. No one likes to be "handed out" relief, no matter how much it is needed. The new plan is borrowed from depression days in the United States. Clothing will be distributed through what we hope will look like an ordinary clothing store, with a clerk, displays, prices, and so on. Ration coupons or stage money will be used to "buy" the clothes, which will be priced on a fluctuating scale determined by supply on hand. For example, if the supply of men's suits is low, the price may be raised from 5 to 15 coupons in order to keep at least part of the stock for those who need them most. The social welfare students will give part time to the store, as part of their practical experience. We hope the plan will be the means of maintaining something like the normal of living, by giving people a chance to pick out what they want. This is something they have not been able to do for years. We do know that the value of the clothing will be doubled, for it will fit, be used, and enjoyed.

LOOKING BACK UPON THE PAST YEAR, our accomplishments are plain to see; the clinic, the play schools, the distributions—all are badly needed. Yet there is still much work to be done. Perhaps with time, effort, and growing awareness of the real meaning of welfare to the people of Elleniko, we may accomplish much more in this village that is our client.

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A National Myth

ELMA H. ASHTON

Department of Social Affairs, United Nations

A nation, like an individual, develops beliefs about itself on the basis of both fact and wish. When facts shift, a nation, like an individual, holds to old beliefs, creating a kind of myth-world to operate in until it is ready to revise its beliefs. Facts are difficult to discover as they appear, difficult to face as we discover them, and impossible to face all at once and in totality. Thus our myths are an essential part of our culture. They are especially precious to us when facts we held dear have disappeared and we are not yet ready to accept the loss of the old and the substance of the new.

The beginnings of our nation were made by people who came here to develop a new way of life. The very experience of creating a nation through individual effort and achievement established in the people a unique sense of responsibility, each for himself, and individual worth, each to himself.

In a country of rich resources, wide open spaces, and small population, the interplay of opportunity and effort produced results for the nation and for the individual that established a national belief—a belief that every individual, if he exercises brain and brawn, if he uses ingenuity and good judgment, can provide for himself, for his rainy days, and for his old age. In the early days the belief was supported to a reasonable degree by fact. With the shift from an earlier economy to today's money economy the belief is maintained, but no longer on a basis of fact.

Though our nation is still young, vigorous, and rich, some of our national facts have shifted. Though our country is vast and has many resources, the rapid increase in population, the many variables in population, and the many variables in opportunities for individuals create a situation where there is wide disparity between *our belief in what an individual can do* and *what is really possible for him to do*. From the pioneer days we have moved to a day of highpowered industry spottily distributed geographically, of spotty concentration of population, of intense competition, of wide disparity between production and distribution, and between individual opportunity and individual competence.

Belief in the direct relation of individual effort to individual security places a high premium on the individual as a productive factor in our democracy and stimulates an intense sense of personal responsibility. These are values we hold dear and would not want to lose. But our cherished belief that *what an individual wills to do and tries to do on his own, he can do*, has become one of our favorite myths. And as a nation we have not taken action in relation to the national facts, for, like an individual, a nation acts on the basis of what it really deeply believes.

Out of the knowledge of certain groups about certain groups in the population, of certain communities and states about local or regional situations have come some national financial provisions for certain categories of people. Some state and local provisions have been made for these categories and others. Some private agency provisions have been made for still others. The amounts of assistance under those provisions vary among states depending on law, policy, and resources; among communities depending on policy, resources, practices in public facilities, and services and funds available under private sponsorship. They vary among individual recipients in the community, on the basis of national, state, and local variables, including both resources and attitudes, and variables among workers who administer the provisions.

The fact that this action is taking place indicates that some persons and some groups are giving up parts of the national myth. But the inconsistencies, gaps, and inadequacies in the action indicate that the majority of the people, including those who reluctantly seek the provisions, have not given it up. We continue to believe that everyone can provide his own security, even though we know we have had to make some provisions for some people. We cannot yet face the fact that *any one of us* in our economy may be unable to make enough money to provide a minimum subsistence; or that any one of us, even if we earn a subsistence wage, may be unable to save enough for periods of unemployment, illness, accident, and finally for our old age. We have begun to use such terms as social security, basic maintenance, right to assistance, but we still feel that financial aid is relief and we administer it as relief. As social workers know, relief is a way of picking up the body after it has fallen in the quicksand, and trying to hold it up or help it hold itself up, pending a day when some social invention will create a national situation in which every individual can hold himself up.

National action is a result of national beliefs. When we can give up our belief in the myth that every man can provide for himself, new and different action in the form of appropriate social inventions will follow. If we can hold our belief in individual dignity, individual value, and the individual's ability and right to be a responsible citizen, we will move toward creating opportunity for every citizen to test and demonstrate the truth of that belief. We will try to analyze the national facts and find a way in which nation and individual can achieve a creative relationship—a way in which we as a nation and we as individuals can achieve a sense of vital security.

We are like people living in a house with a leaky roof. In fact, we are part owners of the house! We see the leaks, know the ill effects, and know something of what is needed to make life under that roof less precarious. While we are chinking up the holes and catching the drizzles, we must keep trying to impress upon the landlord—the nation itself—that the lives of all the people are being endangered by this condition of the house. He must begin to see that if the roof falls in, we will all suffer.

Within the nation there is more than enough courage and competence to face the facts, to plan and administer programs that will meet our national needs. However, a belief based on reality rather than myth is essential to the continued creative development of our democracy toward greater security for all of us.

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A Youth Council in Action

THOMAS A. ROWE

This is the second of two articles on youth councils. In the November issue, Morris L. Eisenstein, writing under the title, "The Youth Council: A Challenge," discussed principles of organization of a youth council, basing his material on a project sponsored by the Welfare Council of New York City.

In this article the executive director of the San Francisco Youth Association gives an account of the origins and program of the association, which has been very much of a going concern for over two years.

The San Francisco Youth Association was founded in the spring of 1946. The association grew out of a series of youth forums sponsored by the American Woman's Voluntary Services which, at the close of the war, had become interested in the reports of the alarming rise of juvenile delinquency. These forums proved of such interest both to the participants and to the adults who heard them over the air that in response to the requests of several of the youthful participants, the leaders of the AWVS undertook to explore the field.

The AWVS concluded that it was not the agency to sponsor such a program, but two or three of its leaders, after wide consultation with community youth leaders, formed the Adult Advisory Council to the San Francisco Youth Association. On the board of the council ex-officio are the following persons: the chairman of the citywide coordinating council, the superintendent of public schools, the superintendent of parochial schools, the superintendent of the playground and recreation department, the chief probation officer, and the chairman of the group work and recreation council of the community chest. The remaining members of the council of fifteen members are made up of interested community leaders.

The original constitution worked out by the young people themselves calls for delegates from the public, private, and parochial schools proportionate to the enrollment of each school, with a maximum of ten from any school or agency; delegates from the youth-serving agencies affiliated with the group work and recreation council of the community chest, including neighborhood houses; and delegates from the teen-age centers operated by the playground and recreation department of San Francisco.

The Adult Advisory Council showed its wisdom and courage by placing the authority of the association in the Assembly of Delegates. Article Four of the Constitution states:

> While the Adult Advisory Council will not control the Association, there is one requirement, namely: that the Youth Association will seek advice and consultation with the Adult Council on vital questions of policy.

This provision, in my judgment, gives a sense of responsibility to the delegates in the planning and carrying out of the activities of the association and makes it truly a youth association.

Seven Committees

The San Francisco Youth Association carries on its work at the present time through seven committees: World Affairs, Civic Affairs, Newspaper, Publicity, Radio, Research and Opinion Polling, and Delinquency Prevention.

How the Youth Association operates may be gleaned from some of the projects it carried on during its first two years. The World Affairs Committee cooperated fully with the UNESCO Regional Conference which was held in San Francisco last spring. The committee did this by sponsoring a citywide leadership meeting for teachers and group leaders based on the UNESCO program, furnished program suggestions, and distributed pamphlets and documents on the UNESCO program through the schools and youth agencies. A citywide youth forum and two radio broadcasts on UNESCO were held.

Following the UNESCO Conference, the Youth Association through the World Affairs Committee sponsored a collection of books for the Philippine Islands. Over thirty thousand textbooks were shipped to the University of the Philippines, which then distributed them to war-damaged schools.

This committee also sponsored the third anniversary celebration of the signing of the United Nations Charter in the War Memorial Auditorium where the actual signing took place in 1945. The program was built around a rededication to the aims of the United Nations, and the young people, through diligent research, worked out a ceremony which emphasized the positive contributions of the United Nations during its first three years of existence. A citywide youth chorus was formed to sing at the ceremony, and the Radio Committee sponsored two broadcasts in honor of the occasion.

The assistant secretary-general of the United Nations—Byron Price—who spoke at the meeting, wrote later that "no one who witnessed the San Francisco rededication ceremony . . . could fail to find the event highly stimulating and encouraging." Pointing out the hopefulness and significance of the fact that it was a group of young people who had planned and carried out the program, he commented that it "could only have been produced by these young people through patient research and real devotion to the cause of peace." This seemed to him, he said, "priceless in these days of confusion and . . . a bright augury for the future."

The same committee is this year working on additional projects in the field of world understanding, including provisions for collecting educational supplies for an adopted city in France. It is also considering a project, which, if adopted, would be worked on in a citywide manner. The idea is to write a Bill of Youth Human Rights paralleling the work of the Human Rights Commission. At this writing, the proposal is in the initial

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discussion stage, but perhaps it is indicative of how projects are initiated.

Civic Affairs

The Civic Affairs Committee of the association adopted as its major project this past year, the study of the Report of the President's Committee on Civil Rights. A thousand reprints of the report were secured and were taken by the delegates to their respective schools and agencies. Discussions were held in various history and civics classes, and several school assemblies were held on the subject. The report and its implications for San Francisco were discussed by many youth groups. The motion picture "Make Way for Youth" produced by the youth division of the National Social Welfare Assembly, was used in several assemblies in connection with this project, with follow-up discussions on the implications of the picture. Over eight thousand students participated in the Civil Rights project.

As an integral part of this project, a youth forum was held with a panel discussion by young people and the district attorney on San Francisco's own concerns for civil rights. This program was broadcast over a local radio station. We have found our local stations to be most generous in furnishing time to the association to report on its activities and to discuss matters of interest to youth welfare.

The Civic Affairs Committee initiated the participation by the association in backing the recreation bond issue for $12,000,000 for new playgrounds for San Francisco. After studying the proposal, the association gave its backing to the project through the assembly and also furnished youth speakers before several groups such as service clubs, neighborhood improvement associations, and other civic groups. The bond issue passed and in the files of the association is an enthusiastic letter from the chairman of the Recreation Bond Issue Committee commending the effectiveness of the association's support in the campaign.

This year, the committee has under consideration a citywide vocational guidance project and a conference on the findings and recommendations of the statewide Governor's Conference on Youth Welfare.

The Newspaper Committee issues a newspaper periodically for the delegates on the activities of the association. It has also called together the editors of the various high school and agency newspapers to interpret the work and projects of the association through their papers.

The Publicity Committee has the job of publicizing the projects of the various committees, after they have been adopted by the association, by displays and mimeographed announcements, as well as furnishing stories to the metropolitan newspapers.

The Delinquency Prevention Committee was activated when the chairman of the Governor's Committee on Juvenile Justice requested the opinion of the Youth Association on the cause and cure of juvenile delinquency. This committee has been most diligent in its work, exploring the project through group discussions, calling in experts in the field and visiting Juvenile Halls, Juvenile Courts, and the areas of the city with the highest index of juvenile delinquency. The committee's report, when finished, will be the result of the best thinking that its members are able to bring to bear on the problem. The report will be taken by the delegates to their respective groups for consideration and possible change before being submitted to the Governor's Committee.

The Radio Committee has created and carried out several radio series around the subjects taken up by the association. These have included round table panel discussions by youth participants, interviews with experts in various fields, and forums. They are at present working on a youth-adult series around problems affecting high school students and their parents, as well as a series of vocational guidance. Programs have also been held on the needs of the Community Chest Volunteer Youth Leadership Recruitment, UNESCO, United Nations and the United Nations Children's Appeal Over forty radio programs have been held during the past two years.

After projects have been completed in committee, they are referred to the executive committee where they are considered and their implications for the total work of the association are discussed. If, in the judgment of the

Youthful Chinese Americans dramatize the signing of the UN Charter

Photo: *San Francisco Chronicle*

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executive committee, the project is appropriate, it is scheduled for presentation to the next assembly.

The executive committee is the interim body of the association, and is made up of the officers of the association, the committee chairmen, and six members elected at large.

From Our Experience

Some tentative conclusions about the operation of the Youth Association have come out of the past two years' experience. These may be summed up as follows:

—The Youth Association and its activities must seem important to the youth delegates.

—The projects initiated and carried out by the association must have real significance to the delegates and not be just "made work."

—The delegates must have a sense that they are planning for youth welfare for the whole city.

—The Youth Association must initiate projects that can be taken back to the schools and intergroup councils and be of such a nature that they can have a place in the on-going programs of the schools or agencies.

—A cooperative federation such as the Youth Association takes time to get started, and the process is slow. Delegates coming from various schools and agencies from all parts of the city, with differing backgrounds, require time to get acquainted and to familiarize themselves with the workings of the Youth Association, especially in its formative years. It also takes time to work the proposed projects out in committee and then submit them to the assembly as a whole for adoption or modification.

Photo by Frederick Lyon

The district attorney joins council members in a radio broadcast

After this action, the projects are taken back to the respective school or agency for action.

—A youth association in a metropolitan city will require the full time of a professional worker. This means the problem of financing the project and insuring the continuity of the project for sufficient time so that it may become established without having to justify its usefulness during the necessarily slow process of organization. (We in San Francisco were fortunate in that the Columbia Foundation made an initial grant covering the first two and a half years of operation. As of 1949, the Youth Association becomes a member of the San Francisco Community Chest. This granting of admission to the chest in a year of greatly increased operation costs to member agencies without assurances of increased income production on the part of the chest's financial campaign is a heartening vote of confidence in the validity of the youth council idea.)

—There comes a point in the work of the association when it must move into action on definite projects or else the delegates will lose interest. There must be a fine balance between sufficient time for discussion and consideration of projects and action on them.

—The youth council idea requires interpretation, both to the delegates and to the cooperating schools and agencies, as to its function and place in the community.

Some of the difficulties encountered in a youth association such as the San Francisco Youth Association are:

—Delegates are usually the busiest students in high school.

—There is a constant turnover of delegates each year, and the process of interpreting the functions of the delegates must be repeated.

—Projects adopted by the association must enrich the ongoing programs of the member groups and schools.

—The planning and scheduling of projects must be done far enough in advance so that they may be fitted into the ongoing program of the member agencies and schools and yet allow for flexibility in the process.

—It must be constantly reemphasized that the delegates are *delegates* and representatives of their schools and agencies, and that the Youth Association is not "just another organization."

Among the advantages of the Youth Association is that it forms a medium of expression for the youth as a whole and, because its members represent a large segment of high school youth, their recommendations and projects can command attention. Also, the Youth Association is able to get a hearing in the press and radio because of its cooperative and inclusive nature.

THE SAN FRANCISCO YOUTH ASSOCIATION, because it cuts across racial, religious, and economic lines, demonstrates the validity of the democratic process. One of its greatest values is that it provides youth with the sense of planning for youth by youth, backed by the support of a sympathetic Adult Advisory Council that carries real weight in the life of the community.

And finally, the youth councils can kindle a zeal for community leadership and civic responsibility among delegates and members that can mean much for the future.

Herbert C. Clish, superintendent of schools in San Francisco, speaking at the annual meeting of the association last spring, brought out and emphasized this point.

"One of the difficulties confronting our democratic society," he said, "is the disinterest and inertia of too many adult citizens." Mentioning the quali-

(Continued on page 384)

Delegates come together to discuss the President's Civil Rights Program

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Town Meeting By Mail

Chapter II: Late Returns

Since the appearance in our October issue of Wilmer Shields Rich's proposal for a practical plan of organization of future civilian services, announcement of a national plan for these services has been made. In light of these developments, both the first "town meeting by mail"—comments on Mrs. Rich's plan by leaders from all parts of the country—and the one in these pages take on added significance. As we promised in October, this space was reserved for letters of comment received after our publication deadline.

"As the organization is set up in Mrs. Rich's article it would appear that the complete direction of the program would be given through the Office of the President, which would mean that the political party in power would control and direct the program almost entirely. What is this going to do to the question of states rights and the fundamental desirability of having cooperation in the Governor's Office in each state? Would it be desirable to have the state office located in the Office of the Governor with all matters channeled there at least for information, advice and coordination?

"On the local level I notice that no mention is made of local council of social agencies or any other social planning agency which might be in existence. . . . I question whether any community can effectively use two central planning organizations at any time particularly in wartime.

"It seems to me that in wartime, peacetime needs are accentuated and that our personnel becomes critical and the need for funds great, so that we have no right to not use every resource available and to be as parsimonious of our social service personnel and equipment as we are of such materials as steel, oil, and the like.

"By these comments I do not mean that the development of this organization or civilian war services should be left to the whim of every local community's existing organizations; rather I think that some provision should be made for the federal agency to assist each local community through a state office to develop this program based on the needs of the particular community, its resources, and its relationship to the war effort."—*Mrs. William F. Knouff, executive director, National Conference on Prevention and Control of Juvenile Delinquency.*

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"I have read Mrs. Rich's article with much interest and emphatically agree with the principle that the protective services of civil defense should be entirely disassociated from the civilian war services. The two are incompatible with each other, and combining them in a single operational agency leads only to confusion, the inadvisable commingling of activities, and far less effective performance. Appreciating that in any future war this country will undergo direct attack, the responsibilities of the protective services will be such as not to permit the rash procedure of also using the volunteers for other purposes.

"I believe that members of the civilian war services will likewise greatly prefer to function as an independent agency, and as such will produce much better results in these important efforts."—*Donald S. Leonard, commissioner, Michigan State Police.*

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"Acting in the capacity of executive director of the Bridgeport War Council, I learned through firsthand experience that it was possible to have all types and groups working together, provided the original plan of organization is set up to include these groups at the planning level.

What can be done in a city like Bridgeport, which represents such a cosmopolitan population, can be done in any other community. May I say that you are to be congratulated on publishing this article at this particular time."—*Dorothy A. Mohr, executive secretary, The Volunteer Bureau, Bridgeport, Conn.*

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"The program and organization which Mrs. Rich sketches should not short-circuit the state. In many cases the organization and the program might seem to go slower, but I think in the long run it is sounder community organization and ultimately more effective."—*Arthur E. Fink, director, Division of Public Welfare and Social Work, The University of North Carolina.*

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"Richmond is already receiving requests from Camp Pickett and Camp Lee for recreational services. These camps are being reactivated and are asking for help from the communities with their programs. At the request of the mayor, we are again setting up a civilian committee using our department to coordinate resources to meet the new demand. The committee is composed of members of our former executive committee of the Richmond Defense Service Unit including the chairman of the Richmond Community Council.

"The situation is similar to that which existed in 1941 when Richmond mobilized her forces to serve five camps in the area which were filled with men before federal agencies were ready to help.

Mrs. Rich's recommendations, growing out of her experience in Washington, deserve careful consideration, for they have great merit. Since civil defense is a highly technical field and civilian war services a more flexible program, her recommendation that national legislation be passed setting up an Office of Organization for War Services simultaneously with an Office of Civil Defense is, in our opinion, sound. It should not, however, affect localities mobilizing under one official head."—*Clair McCarthy, superintendent of recreation, Department of Recreation and Parks, Richmond, Va.*

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"As one who worked in the *field* from October 1941 throughout the various national office regimes, I am convinced that if the following suggestions Mrs. Rich makes are followed, a great deal of the confusion and ineffectiveness of local community organization will be eliminated:

1. There should be an Office of Organization for War Services, located in the Office of the President and that

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it should be the *only* federal agency responsible for local community organization for war services;

2. That this office be set up coincident with an Office of Civil Defense;

3. That *all* federal agencies carry-on war services programs should be *required* to work through such an office (we in the field spent a great deal of time helping harassed, confused community leaders change unworkable plans given them by representatives of other federal agencies who did not understand sound community organization techniques and procedures);

4. That the national office maintain close and continuous liaison with all federal agencies, national publicity office, national private agencies and associations and national citizens groups —(the importance of this cannot be overstressed);

5. That the national office be responsible for assistance in mobilizing volunteer manpower.

However, I think, Mrs. Rich has left out one very important responsibility of a national office of Organization for War Services.

"I feel strongly that one of the major responsibilities of such an office should be guidance and service to states concerning the structure and function of State War Services Offices.

"I cannot conceive of a national war services program without state offices and state staff. The states will set something up whether requested to or not. Furthermore, I cannot see a national office having sufficient budget to employ sufficient field staff to serve *all* communities or even the larger ones in *all* states.

"For the above reasons I recommend that Mrs. Rich's proposal include a statement that one of the major functions of the federal office would be to assist states to organize and help guide the functioning of State War Services Offices."—*Mrs. Vlad Sullivan, Atlanta-Fulton County Citizens Crime Prevention Commission, Inc., Atlanta, Ga.*

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"(1) I fully agree that effective civilian effort in wartime has three parts; and the division of these three parts, as set out in the article, seems entirely proper. (2) It is impossible for me to disagree with the idea of having civilian defense organized on a national basis, with a line of command rather than on a purely community basis. (3) The idea of eliminating competition among federal agencies in local communities in war services is, in my humble opinion, one of the strongest "musts" in the entire proposal. (4) It would indeed be chaotic in our community if volunteers were recruited through more than one agency. (5) The idea of the coordination of the Office of Civilian Defense and the Office of Organization for War Services, in times of serious emergencies, seems to be well considered.

"It would seem that local communities have functioned so recently in comparable activities that the completion of the organization of these important services on a local level could safely await a crisis in the international picture.

"However, I fully agree with the proposition that when one office is created the other should be simultaneously organized."—*C. Ellis Henican of Henican, James and Cleveland, attorneys-at-law, New Orleans, La.*

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"I am in full agreement with the main thesis of the article. The division of duties makes sense. I am not sure that the Office for Organization of War Services should be directly in the Office of the President. I am afraid of the political implications. I hoped that the article would point out more on the use of voluntary agencies." —*Harry M. Carey, executive director, Greater Boston Community Fund.*

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"I do not agree that 'all federal agencies carrying on war services programs should be required to work through an Office of Organization for War Services . . . ' My work with the Recreation Division, office of Community War Services, FSA, during the last war, illustrated that in many cases the working with local OCD people was most desirable; but in some instances, to make this working relationship mandatory, would have hampered the war effort—some local OCD (and some state OCD) programs had too much of a political relationship to render adequate services. No, I would say that the federal agencies should work in the manner that would get the best results, whether through OCD, or otherwise."—*Harold J. Weekley, executive secretary, Council of Social Agencies, Burlington, N. C.*

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"Even if one disagreed with the proposal, which I do not, one would have to express thanks that a qualified person had stepped up to the problem before the fire started.

"These two good suggestions have been advanced by Ernest F. Witte, executive secretary of our Council of Social Agencies: (1) That the fullest possible use be made of the existing planning groups at the local level. (2) That the proposed organizational structure would be greatly clarified by the use of a chart or two."—*George F. Hamilton, executive director, Community Chest and Council of Seattle and King County.*

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"I am especially sure that our biggest mistake was in setting up a brand new structure in every town, like the OCD. The purpose of this, of course, was to achieve uniformity, but I still think that if the same energy, money, and manpower had been used to expand and strengthen existing local agencies whether they were chambers of commerce, councils, service clubs, or what not, that our civilian defense program would have been much more effective. This type of organization, of course, doesn't look pretty on paper, but that was the way that results were gotten in this town and in others."—*Howard P. Hunt, executive director, Greater Muskegon Community Fund, Mich.*

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I quite agree with Mrs. Rich's main thesis, namely, that civilian protection is a line service, which needs to be administered directly by the Department of National Defense, that local emergency services should be administered by operating agencies and not directly by civilian councils, and that responsibility for recruitment and assignment of civilian manpower for emergency services might well be carried as a responsibility of the local civilian councils.

"However it seems to me that there are a number of further points which need to be considered carefully both in local communities, and by the federal government and, major national social agencies. Among them I would include the following:

"1. There has been an impressive increase in the number and quality of local councils of social agencies in the United States since 1940. About all communities of 100,000 and over have fairly effective local planning organizations in the health and welfare field, as well as many smaller communities. Where the structure of these agencies permits, I think it would be highly advisable, in the event of extensive civilian mobilization, to use these councils as the nucleus of civilian councils.

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"2. Where new civilian councils may be needed, much more care needs to be given to the recruitment and training of personnel for these positions than was true during the war. A national inservice training program should be included in the plan. Local communities should pick their own personnel within specifications set up nationally.

"3. Civilian councils—and local councils of social agencies where they may be used—should correspond in their coverage with the major political units in a locality.

"4. I would consider it essential that staff members in volunteer offices be given much better and more intensive training than was true in the war period.

"5. Where does the Red Cross fit into this picture? There was certainly a good deal of rivalry between ARC, civilian defense councils, and other agencies which needs to be reduced.

"6. In general the relationship between existing agencies and necessary temporary emergency agencies should be clearly worked out. Not only in relation to councils of social agencies, but in relationship to certain other essential civilian services, careful attention needs to be given to the ability of existing agencies to absorb new functions. This might be particularly true with such needs as day care, expanded recreational services, emergency relief, and so on, where existing agencies might well assume additional responsibilities. Where voluntary agencies are used, sectarian designations should be avoided.

"7. In organization of recreation services for military personnel some of the mistakes of the wartime USO should be avoided. Especially is it important to avoid the sectarian designation of military recreation centers such as was had during the war. This frequently caused bitter community antagonisms, and limited quality of service.—*Campbell G. Murphy, associate professor, School of Social Work, University of Denver.*

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"While I believe implicitly that in a future program of war services there should certainly be a more beaten track between local war service councils and the national Office of Organization for War Services, Mrs. Rich does not make clear in her article how this could be acceptable to regional and state offices. While I am aware that the 'States Right' philosophy is very much in the open at the moment I also recall that there was equally as vigorous opposition to local contact with the Washington office—this opposition being expressed by the regional staff."—*Mary E. Judy, executive secretary, Council of Social Agencies, Jacksonville, Fla.*

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"My chief caution is that professional personnel in the proposed organization for war services, top to bottom, must be completely super if other specialized federal service workers are to be expected to rely on it for community organization adequate to support their particular programs. Frankly, I found few OCD shows, at state and local level, to which I could have left the community organization for social protection."—*Earle G. Lippincott, program secretary, United Health and Welfare Fund of Michigan, Inc., Lansing.*

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"I do think there should be some plans made whereby organized groups can step into the breach quickly and provide all needed care for persons in the event of an attack of any description. I do not have the slightest idea as to how to go about this; however, I do sincerely believe that we cannot depend entirely on volunteer personnel to do these tasks. It must be either the state, the federal, or the local government."—*Arthur S. Owens, city manager, Roanoke, Va.*

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"Mrs. Rich gets to the crux of the matter when she states: 'There is a background of twenty years of experience in the organization of communities for social welfare which demonstrates beyond a doubt that planning of services and the mobilization of volunteers are compatible with a planning agency.'

"Its immediacy stems from the importance of organizing the Offices of Defense and War Services simultaneously—although separately—and before the mistakes of 1940 and 1941 are repeated.

"If community organization people know any one thing, it is the importance of creating a research-based plan before the urgency for action is upon them. Now is the time . . ."—*John B. Dillencourt, executive director, Community Chest Serving Pasadena and Altadena, Calif.*

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"I have read the preprint of the article by Mrs. Wilmer Shields Rich. "Can We Profit from Previous Mistakes?" to be included in the SURVEY *Midmonthly*, October 1948, and I am heartily in accord with the need for advance planning in the field she discusses.

"At the present time there are various federal agencies in touch with state and local governments concerning many of their construction and service programs. In event of war, these contacts will be invaluable and can be expanded to assist in the providing of new facilities and services as required by wartime conditions. That these programs would be the better for advance planning and proper coordination goes without saying."—*Philip B. Fleming, major general, USA, administrator, Federal Works Agency.*

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"I agree with the need for guidance and advice in community organization and with the 'close liaison' with federal agencies, but I do not agree with the suggestion of an over-all agency responsible to the President through which 'all federal agencies carrying on war services should be *required* to work.'

"The implication I object to in the article is badly stated in the beginning of your letter, 'If communities are again to be confused and disorganized by federal programs.' That is not the impression I had from my contacts either with workers in my own agency, in other government agencies, or with local officials or citizens. Neither is it my recollection that the organization of communities for the total war program failed until OCD was given authority in 1943. Community (not civilian) War Services and its predecessors were responsible for considerable coordination before and after that date."—*Wm. G. Robinson, assistant in community organization, Community Adult Education, University of Michigan.*

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"I agree most heartily that war services and protection should never be teamed again. It was an impossible combination except in very limited areas. Moreover, the type of thinking required for one branch was so radically different from that in the other that the marriage made for constant and continuing friction.

"Federal programs have not begun to reach communities like Grand Rapids yet. Until they do, it will be hard to sell the council-committee set up, since the need won't be apparent. Aside from this, however, I think that our idea in OCD was right. What made it hard to put across was the de-

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sire of each federal agency to have some organized group in each local community, which it could depend on to do its special job—like bond sales. From the standpoint of one agency that was the only sure way to do the job. You would be fighting the same thing in the next war and perhaps no more successfully than we were able to do. That doesn't mean it is not worth trying to do again and the success might be greater if the effort began earlier."—*John B. Martin, Jr., Grand Rapids, Mich., formerly acting director of OCD.*

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"I fear that Mrs. Rich has limited and perhaps weakened her proposals by advancing them as measures of preparedness against the contingencies of another war. In time of peace, as well as in war, there is need for joint planning and coordination of federal services within local communities. Within the various states there is equal need for competent community organization leadership to integrate the services of the federal, state, and local governments and to develop intelligent participation by citizens and their many voluntary agencies for community service.

"Without debating the contention that community organization is not properly a federal administrative service, one can contend with validity that the coordination of federal services is a proper part of public administration and, further, that the local extension of federal services justifies federal encouragement and assistance to the states in the provision of community organization service. Such assistance, if granted, could extend and weld into an effective and nationwide system the community organization services that are now available almost exclusively within the larger cities.

"There is merit to Mrs. Rich's proposals, but must we tie the proposals to a war situation which we hope will resolve itself into genuine peace?"—*T. L. Swander, campaign director, Community Chest of San Antonio.*

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"I have no question about Mrs. Rich's thesis that we should plan early and thoroughly and that we should profit from the mistakes that have been made. I am also in complete agreement that a great deal of confusion characterized early civilian efforts to organize and participate in the war effort during the first phases of World War II. I am also willing to assume that not a little of the confusion stemmed from confusion among the various federal agencies that believed they had a basis for assuming some responsibility in this area.

"I am not opposed to the creation of additional governmental agencies or offices when they are needed. I do think, though, that if responsibility for a function of limited duration is to be assumed by the federal government we need first to consider very carefully the resources for carrying out this responsibility that are already represented by the existing agencies.

"I believe that Mrs. Rich's article would be strengthened by a greater recognition of the significant role that will be played in any planning activities by agencies and officials at the state level. Throughout her article the tendency is to emphasize the importance of organization for effective operation at the local level. I agree that this is the ultimate aim and is the goal toward which the federal agencies should work; however, some of the most important contributions to effective organization of local communities in a state can be made by the agencie at the state level.

Then, too, the proposed federal Office of Organization for War Service will wish to make maximum utilization of existing agencies in all of the fields in which it is interested. Essential to any such utilization of existing resources would be the inclusion, at least in an advisory capacity to the state Organization for War Services Office and more desirably in an administrative capacity, of the responsible officials of the state agencies directly concerned with the particular fields of activity.

"It is highly important that we keep in mind the significance of a clear-cut definition of responsibility between the military authorities and civilians. In the matter of planning for evacuation, for example, I believe it is clearly a military responsibility to decide that an area should be evacuated and decide when the evacuation should take place. I am just as firmly convinced that it is essential that the decision as to where evacuees shall be sent for reception is almost entirely a civilian decision and that planning for reception services and organizing communities for this activity should be in the hands of the civilian agency. You know that the Army in the last war made the decision to have the Japanese sent to War Relocation Camps without any consultation with civilian agencies. I believe such a decision should be made by the President and his Cabinet on recommendation made by civilian agencies, such as the Federal Security Agency." — *Jane M. Hoey, director, Bureau of Public Assistance, Social Security Administration.*

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"I think Mrs. Rich has done a remarkable job in setting forth the plans of how to organize future civilian service.

"The most impressive part of her whole article is pointing out the necessity of the organization of the two branches concurrently and a realization that the defense angle should certainly be dominated from the national level down, while the service end should be only directed from the federal level.

"I notice from several trade bulletins and also from some of the news services that a defense program will be announced the early part of the year. If such is the case, surely the civilian service program should be announced at that time. Personally, if I have any preference, I would recommend that the service program be announced first, in order to avoid the confusion that came last time out of the organization of the defense setup before the service division was really activated."—*Gus P. Backman, secretary, Salt Lake City Chamber of Commerce.*

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"While there is certainly a great list of "jobs to be done" in such a situation, I feel that we should think the job through to the best of our ability as one of gearing the total community to a higher level of productivity.

"This job, like any undertaken by the people of a democracy, must be a genuinely creative one. To realize a greater potential of war service, communities must grow to new insights, new integration, new skills of production and group action. This means that people must grow to a higher level of capacity, and this, of course, means that there is a great educative function. For this reason, training for community leadership (undertaken in cooperation with existing agencies) might be a major function of the proposed federal agency. If a choice were necessary, more time might be given to such an activity and less to the preparation of materials concerning the carrying out of various programs."—*Harry B. Williams, assistant director, radio research program, Institute for Research in Social Science, The University of North Carolina.*

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From a Volunteer's Notebook

Notes made during a housing survey done by a neighborhood group in a large industrial city, and edited by MARJORIE PATTEN

This block was not unlike hundreds of others in the sprawling broken-down heart of the city. The little, two-story houses huddled close together. Here and there dusty flower beds tried to make the passers-by forget the broken blinds, the unpainted, dirty clapboards, the sagging porch roofs.

Tall weeds grew along the drunken fences. The alleys stank with too long neglected garbage heaps. In an empty lot, littered with old cans, broken glass, and weeds, a group of small boys were kicking up dust as they marched round and round with make-believe guns over their shoulders—serious, quiet soldiers fighting their own poor war on their shabby battleground.

As I visited one after another of my neighbors on the block, listening to what they had to say about their world, I saw that most of their homes were hardly more than a heap of dilapidated boards falling in over their heads. Yet no one seemed overresentful about the surroundings. Most of them rented their quarters and were eager to disclaim ownership.

In one upstairs flat, five neighbors were chatting. How neat and starched and clean they looked in spite of the drab room, with its faded overstuffed divan, armchair with sagging springs, and bare table! The story of brave but near futile struggle against circumstances told itself in their conversation.

"The plaster along one wall was broken in so many places, that my husband just boarded it up."

"Jim's working nights now at the factory. We all hate it, but it makes it easier in a way—there's one more place to sleep."

"There's hardly a room in any house on the street without at least one bed in it. I had to put my new Frigidaire right in the parlor beside my bed."

"My boy sleeps in the same room with the two roomers—just a curtain between the beds. He's young, though—he doesn't mind."

A young wife was worried about her sick husband. "I don't know what's wrong with him. His fever just comes and goes. I guess it means a doctor."

Down on the stairs, a little boy began to cry. His mother and I walked down together. "Poor kid, he has a bad time of it. Just no place to play, and I hate to have him in the street. Even when you have the money, the movie house ain't fit for kids no more. There's two or three swings in the school yard, but they don't go so far with so many. My children mostly play under the sink in the kitchen. Seems like there's no place else."

Next I visited a widow just home from the hospital after an operation. Cheerfully she said she hoped she'd get stronger now and be able to do more. Today, though, she was worried about her roomer, an old lady who made rugs to help pay the rent and buy food. "I wish you could see them. No store ever had better ones. She won't be able to keep on, though, she's most blind. It would be fine if she would teach some of the younger women, but I don't know, we don't get together much down here. I don't know my neighbors. All I know is every room in the next house has at least one roomer and they come and go. But I don't know who they are."

A sad-faced woman leaned on a fence talking to a baby, who was squatting on the sidewalk, playing train with some dirty blocks. As we talked, I asked what one did in the neighborhood for a good time. "A good time? Nothing. There 's no place but the beer-hall and the poolroom. I don't belong to anything and don't go no place on account of the baby. My man works nights anyway. Used to be we went over town once in a while to see a show, but no more."

Courtesy: Community Service Society of New York

In the little store that was part beauty parlor and part lunch room, the owner talked in a friendly fashion as he prepared my sandwich. We got to talking about our home states.

"I grew up in Charleston," he said. "I was happy when I was a kid. Sometimes I get so homesick here I could die. If you've lived in a place like I did, there's a certain memory about it you always carry with you. You can't describe it—but you can smell it, taste it, remember it. Know what I mean?

"People ought not to have to live like my neighbors do. It takes the heart out of them. These houses—if you can call 'em houses—haven't had any repairs since ever. The rent is a lot higher than folks can afford to pay. That one over there has a four room downstairs flat—no real bath. Fact is, there aren't more than two bath tubs on the block. One room for nine people to eat in, sleep in, live in—and they pay $60. They want to move but where can they go? Maybe they'll save up enough to buy a little place. Wish I could.

"Lots of kids live around here. I see them sitting around, hanging around, but they never seem to be happy, the way I used to be. These aren't bad folks. . . . Take that man that runs the pool hall around the corner—he's rough and all that but he keeps that place clean and sober and decent. Anybody gets tough in there—out he goes."

Riding back on the bus to the place I call home, I thought of the homes

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Attention, 81st Congress!

BARBARA BENT BATES

Early in November, President Truman asked all federal agencies to let him know what legislative proposals they wished included in his "State of the Union" message to the incoming Congress. Taking a leaf from the President's book, THE SURVEY *Midmonthly* has attempted to find out what the legislative priorities are from the viewpoint of executives of voluntary health and welfare agencies. Twenty-four national agencies, sponsoring health, welfare, and educational programs, responded to our inquiries. In spite of their special concerns, their proposals overlapped enough to indicate that certain reforms are basic to the continued effectiveness of almost every social endeavor. First in importance, if frequency of mention means anything, are: the broadening of the social insurances; widening the scope of the federal housing program; establishment of a federal department of health, education, and welfare; federal aid to education; expansion of services to children; institution of a compulsory health insurance system.

Space prohibits the inclusion here of the full particulars suggested by each organization, but a brief summary and a few individual comments might reveal some of the reasons for the urgency of these and other proposals.

Social Security

Most popular of all proposals is extension of the social insurance program —a step being urged by twelve of the twenty-four agencies. Seven are also calling for increased benefits to bring them more in line with present living costs. The American Public Welfare Association stresses both moves as "the only sound way to relieve the growing burden on assistance"; while the American Association of Social Workers goes even further, in recommending not only broader coverage but a more comprehensive program to provide "security against the major risks of old age, unemployment, illness, maternity, disability, injury at work, and death of the wage earner."

Several other organizations are especially concerned over the extension of security to specific groups not now included in the Old Age and Survivors Insurance program. The Family Service Association of America favors inclusion of "the self-employed, among others," while the National Urban League wants protection for the "millions of uncovered workers such as government employes." In a personal statement, Robert E. Bondy, executive director, National Social Welfare Assembly, urges inclusion of employes of nonprofit organizations. The National Organization for Public Health Nursing wants all nurses included.

New types of insurance benefits are suggested by a number of agencies besides the AASW. Among others, the National Consumers League asks that the insurance provisions of the Social Security Act be expanded to provide sickness and accident benefits. The National Society for Crippled Children and Adults suggests benefits for handicapped persons, particularly those who are wholly or partially unemployable, because "such persons in the main are not in need of institutional care and yet are not self-supporting and cannot be provided for under the general relief program." Disability benefits for blind persons, without a means test, are favored by the American Foundation for the Blind, as handicap allowances to offset the economic disadvantages of blindness.

Several organizations also ask for expansion of other parts of the security program.

The American Public Welfare Association urges enactment of the comprehensive system of assistance and welfare services—including grants-in-aid for general relief—outlined in its well known "platform," and points out that federal aid for these services should be made proportionate to the fiscal capacity of each state. The American Association of Social Workers also advocates comprehensive welfare services, and wants these made available to any needy person, irrespective of reason for need or place of residence. The association recommends aid to the states for strengthening the family services of public welfare agencies.

Federal participation in the program of general assistance is also urged by the Family Service Association of America.

Housing

An adequate housing program is the second most frequently mentioned need among those listed by the twenty-four agencies. Ten organizations recommend a broadening of the present federal program to provide aid for low-cost public housing and slum clearance. Four urge legislation similar to last session's bipartisan Taft-Ellender-Wagner bill, which called for federal aid to low-rent public housing, slum clearance and redevelopment, rural housing, and various aids to the private building industry. One of these, the National Association for the Advancement of Colored People, stresses the need for writing in "safeguards against discrimination and segregation by individuals as well as by local and state agencies."

The National Public Housing Conference goes still further. Holding that the T-E-W bill represented a compromise between public need and political expediency, the conference urges the adoption of a more comprehensive program including: a public low-rent housing program for families that cannot afford to pay economic rents; federal aid for slum clearance and urban redevelopment, with guarantees of adequate shelter for rehoused families; federal assistance for the improvement of farm housing and other rural, substandard shelter; housing research directed not only toward cheaper homes but also toward better communities, more adequate management practices, but with the basic purpose of reducing the cost to the consumer.

Eight organizations, particularly those concerned with services to families and individuals, urge the establishment of a federal department of health, education, and welfare. The 80th Congress postponed action on a bill to this end, partly to await the report of the Hoover Commission on the reorganization of the federal government.

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Seven organizations call for some form of federal assistance to education, particularly with a view to raising standards among elementary and high schools in the poorer states. The National Urban League favors enactment of the Federal Aid to Education bill, introduced in the last session of Congress. This measure provided $300,000,000 a year in grants-in-aid to enable every state to spend a minimum of $50 a year per school pupil. Backing the same measure, Gertrude F. Zimand, general secretary, National Child Labor Committee, declares that "nothing will do so much to keep teenage boys and girls from leaving school for work as providing a financial basis for education that will make possible, throughout the country, the development of adequate and varied school programs and school services under skilled leaders, teachers, and counselors."

Other areas of education also are stressed. The National Urban League urges federal support for education at all levels from nursery school through college. The National Society for Crippled Children and Adults suggests increased appropriations to the U. S. Office of Education to support the special educational program for mentally or emotionally handicapped children, and to enable it to encourage more adequate education for gifted children. The National Organization for Public Health Nursing endorses federal aid for nursing education.

Seven organizations emphasize the need for more comprehensive child health and welfare services. Three point out that much could be done through increased financial support for existing programs, many of which have excellent enabling legislation but lack funds to do an adequate job. The National Organization for Public Health Nursing emphasizes the need for more funds for the children's services of the U. S. Public Health Service and the U. S. Children's Bureau and for the Department of Agriculture's school lunch program. The National Society for Crippled Children and Adults urges more adequate support of the programs for crippled children carried on by the Children's Bureau and the Office of Vocational Rehabilitation. The society particularly recommends provisions for the 400,000 cerebral palsied children for whom services are all but nonexistent at the present time.

The National Urban League calls for federal legislation to meet such primary child needs as family security, adequate education and recreation, health services, vocational training, and protection against social hazards and child labor exploitation.

The National Probation and Parole Association urges several measures for the improvement of federal services concerned with juvenile delinquency. The association points out that Attorney General Tom Clark's campaign to awaken the nation to the delinquency problem has received no direct support or authorization through federal legislation. The association urges appropriations to strengthen the educational and advisory services conducted by the Children's Bureau and utilization of the bureau's child welfare funds for aiding local services for delinquent as well as dependent children. Other recommendations include: legislation to authorize the use of ADC funds to transport runaway children back to their homes, and to provide grants-in-aid to states for the development of modern facilities and programs for the treatment of crime and delinquency.

Health

Among the nine organizations which recommend expansion of federal health services, four call for the institution of a health insurance program. These are: the American Association of Social Workers, the National Consumers League, the National Urban League, and the Committee for the Nation's Health. In addition, Frank J. Hertel, general director, Family Service Association of America, who points out that he can only speak as an individual and not for his agency, stresses the urgent need for "a federally sponsored system of health insurance." Also, the labor-employe participation department, Community Chests and Councils of America, reports strong labor backing for "application of the insurance principle" in meeting our health needs.

The Committee for the Nation's Health has worked out a detailed program through which Congress could make medical care available to the whole American people. The center of this program is a national health insurance system, involving a national fund, set up by employes, employers, and some general public revenues. People would have free choice of doctors,

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Correspondents

Joseph P. Anderson, executive secretary, *American Association of Social Workers*
Robert E. Bondy, director, *National Social Welfare Assembly, Inc.*
Ruth M. Bronson, secretary, *National Congress of American Indians*
V. K. Brown, president, *American Recreation Society*
Charles L. Chute, vice president, *National Probation and Parole Association*
Michael M. Davis, chairman, executive committee, *Committee for the Nation's Health, Inc.*
Earl G. Harrison, chairman, *Citizens Committee on Displaced Persons*
Frank J. Hertel, general director, *Family Service Association of America*
Howard W. Hopkirk, executive director, *Child Welfare League of America, Inc.*
Robert B. Irwin, executive director, *American Foundation for the Blind*
Lee F. Johnson, executive vice president, *National Public Housing Conference, Inc.*
Lawrence J. Linck, executive director, *The National Society for Crippled Children and Adults, Inc.*
Elizabeth S. Magee, general secretary, *National Consumers League*
Wilbur F. Maxwell, director, Labor-Employe Participation Department, *Community Chests and Councils of America*
Leonard W. Mayo, chairman, *National Commission for Children and Youth*
Guichard Parris, director of promotion and publicity, *National Urban League*
Mary E. Shaw, editor, *Public Health Nursing, National Organization for Public Health Nursing*
Dr. George S. Stevenson, medical director, *The National Committee for Mental Hygiene, Inc.*
Anna Lord Strauss, president, *League of Women Voters of the United States*
Walter White, secretary, *National Association for the Advancement of Colored People*
E. B. Whitten, executive secretary, *National Rehabilitation Association*
Elizabeth Wickenden, Washington Representative, *American Public Welfare Association*
Arthur Williams, *National Recreation Association*
Gertrude F. Zimand, general secretary, *National Child Labor Committee*

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EPITOMES

CHILD WELFARE

JOURNAL OF THE CHILD WELFARE LEAGUE OF AMERICA, INC.

Changing Uses of Children's Institutions

Jack R. Parsons

In this country, residential nurseries are few, and we question the use of any institutional care for children of nursery school age. For older children, the institution is increasingly being used as a distinctly specialized service. I am sure, however, that some of the principles of the Hampstead Nursery [in England] have value for the entire institutional field. Details are well described in "Young Children in War Time," by Dorothy Burlingame, and "Infants Without Families," by Anna Freud.

In the first place, have we made use of trained persons in our institutions? Are we getting the best people, or the candidates who are "left over" from other fields? At the Hampstead Nursery we had an opportunity to see in action the best staff obtainable—professional persons who knew and had the courage to practice a philosophy of child care by no means new but certainly untried in the majority of institutions.

Second, are we really using all sources of personnel in the management of our institutions? I am sure we are not. Utilizing volunteers and persons in training can and will have lasting advantages.

Third, the obligation to strengthen family ties is one we can no longer ignore. Are most of our visiting days and hours for the convenience of staff and institutional program—or of parents? The reception given parents by the staff is important. Meals to visitors at institutions are a plaguing question, yet what a great deal this simple act can do to strengthen family ties.

Fourth, it does no good for an institution to speak of individualizing a child's needs unless the staff have the time, patience, and knowledge to meet these needs. Figure out the amount of time spent by staff members directly with children and compare it with staff time spent in maintenance, physical plant care, production or administration. Where a family setting is desirable, it is sheer quackery to speak of individualizing with thirty or forty children to a cottage.

Finally, we can learn from the Hampstead experience something regarding research. For example, the directors found some disadvantages to their children in residential nursery life. They presented these with their other findings. Here was no cover-up. "Here is what we found—learn from it what you may, for it belongs to all." —*Child Welfare, December.*

JOURNAL OF Social Casework

Formerly THE FAMILY

The Caseworker's Relation to Shock Therapy

Louis Ziskind

No one can watch the dramatic effect of shock therapy without being impressed. For the first time, a therapy has been demonstrated which can frequently alter the course of the functional neuroses in a well-nigh predictable manner. The objectives of this paper are: to present a picture of the shock therapies and to discuss the social worker's role in their application and in follow-up studies.

Of the methods tried to date, insulin and electrical therapy have proved the most effective. Early treatment markedly increases the recovery rate and shortens the illness.

The therapies are empirical since the mechanism of recovery is not understood. There are many theories. Prominent among [the psychological theories] is the concept that the treatment is a potential death threat to the organism. This awakens an automatic response which effects a return to reality. The physico-chemical theories point to changes in bodily processes as the important item in recovery.

For the average physically healthy patient, the complications of shock treatment are negligible.

Caseworkers have an important role to play in the application of shock therapies. Probably the greatest resistance to treatment is due to the layman's fear of the unknown. Caseworkers are frequently called upon to allay these fears. Caseworkers perform an important service in locating persons to take over commitment procedures.

Many well-meaning families will condemn patients to a lifetime of mental illness by permitting the opportune time for treatment to slip by while making other plans. Caseworkers are in a position to combat these attitudes. A caseworker in contact with a treatment unit has the constant problem of interpreting to family and patient the importance of completing a full course of treatment. More failures, in the depressions at least, are due to incomplete courses of treatment than to any other single factor. Early recognition of the return of symptoms and early return to treatment can prevent complete relapse. Hence, supervision of released patients assumes major importance. Caseworkers form an integral part of the follow-up study staffs.

Above all, it is important that caseworkers retain an open mind regarding the therapies. They should not be too prone to discredit these treatments because they do not have all the answers nor should they attribute to them a cure-all quality.—*Journal of Social Casework, December.*

COMMUNITY

Grandma Moses Receives Callers

Mildred Plapinger

"And I'm Grandma!" That self-introduction, uttered by a pint-size twinkly-eyed lady of eighty-eight, settled once and for all the question of whether America's leading primitive painter is to be addressed as "Mrs. Moses" or just plain "Grandma." It settled it, at least, for the group of radio people, photographers, Commu-

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nity Chest representatives, agency workers, and Red Feather children who journeyed to Eagle Bridge, N. Y., on October 20, to help Grandma Moses present [an] oil painting to the Community Chests of America.

The picture, titled "The Red Feather," is set in the midst of rolling hills and fields. It's springtime and youngsters dance merrily around a Red Feather flagpole, symbolizing the care afforded children by the Red Feather services. Plans call for it to travel all over America as "a goodwill ambassador" for the Community Chests.—*Community, November.*

RECREATION

Recreation Trends in the Rural Community

A. F. Wileden

It is highly significant that the National Recreation Association should hold its National Congress here at Omaha, in the rural middlewest, and that it should be devoting so much time to rural recreation and to recreation in small communities. One of the major matters of present-day concern is with the types of recreation organization most adaptable to small rural communities.

One of the most fruitful ways of analyzing our methods of organization for carrying on recreation programs is by observing its chronological stages of development. Historically, in rural America, our leisure time activities have been closely associated with our work habits. This was the day of the barn raising and the husking bee. Some groups are still in this stage. A second stage, the one in which most rural and small communities find themselves today, is the volunteer recreation leader stage and really is divided into two periods.

The first of these was when rural social life tended to center around school and church. However, since World War I, an almost entirely new era of special interest groups has come into being. I am referring to the increased expansion [of such groups as] the Grange, the Lions Clubs, and 4-H Clubs, most of them concerned with selected phases of recreation.

This has given rise to major organizational problems. One is the need for these groups to get together and plan for the total needs of the area. This has led to the development in many areas of community councils. Another need is for "trained recreation leaders." Very few are available. The immediate solution is to provide large numbers of volunteer leaders. It is this task that a number of states are now meeting through the Recreation Leaders Laboratory movement.

A third stage and one which will become more important is [recreation's] development as a public responsibility. Today, even some very small communities are employing recreation directors out of public funds. I do not wish to imply that all professional leaders should be employed through public funds. Many private agencies should, and will, continue to provide their constituencies with staff qualified in this field. Neither do I wish to imply that such leadership will supplant volunteer leadership. What is likely to develop in the small community is professionally trained direction for the program, using a staff of volunteer leadership.—*Recreation, December.*

AMERICAN JOURNAL OF
PUBLIC HEALTH
and THE NATION'S HEALTH

Penicillin or Silver Nitrate as a Prophylactic Agent Against Ophthalmia Neonatorum

Conrad Berens, M.D., and Franklin M. Foote, M.D.

Many have asked whether penicillin should replace silver nitrate as a prophylactic in ophthalmia neonatorum. The District of Columbia and all of the states except Utah have regulations requiring the use of a prophylactic agent in the eyes of the newborn. In most instances, the law either leaves to the discretion of the health department the type of agent to be used or specifies "one percent silver nitrate or equally effective agent."

Recently, silver nitrate has been attacked in the press as ineffective or harmful. However, a report adopted in June 1948 by the Council of the American Academy of Ophthalmology and Otolaryngology and by the section on ophthalmology of the American Medical Association referred to these allegations as preposterous.

If it should be established that penicillin or other antibiotic is as good as silver nitrate, it will be some time before the mode of administration, the strength of solution, and other important factors are determined. It is our opinion that no change should be recommended at the present time. However, carefully controlled research with silver nitrate, penicillin, and possibly other agents should be encouraged.—*American Journal of Public Health, December.*

PUBLIC HEALTH NURSING

Human Relations in Public Health Nursing

James Mann, M.D.

The public health nurse deals, as it were, exclusively in remedial and preventive measures whose importance to the patient cannot be minimized. The patient expects as much good medicine from you for her feelings as a human being as she does for her body. If we permit these feelings to irritate us, if we ignore them by a cold mechanical performance of duty, then we have neglected to provide adequate nursing care and we have served to strengthen the tensions and fears of our patients.

A very important area of public health work involves the guidance and supervision of mothers in rearing their babies. The public health nurse must learn that each baby is a unique personality totally dependent upon its mother for gratifying experiences and that this mother depends upon your help in raising the child. If what you give includes adequate consideration for the emotional needs of the baby, then the whole baby benefits.

Are there any tools that might facilitate your approach to the patient besides the qualities of warmth, sympathy, sincerity, and understanding? One suggested technic I call a "Conversation Participation Technic." Stated in its simplest terms, this implies that patients wish to talk to you and that you will participate in that conversation regardless of whether the patient chooses to talk about the immediate problem that brings him to the clinic or about the weather. If you participate with him, the creation of a warm, helpful relationship has begun.

My aim has been to impress upon you the totality of the human organism as an organic feeling creature. You must not separate the two and you must give comfort and aid to both in one all-inclusive type of treatment.—*Public Health Nursing, December.*

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Whither Federation?

A Challenge by James C. Cotter

In this page of brief debate, a reader, now with the Fresno County (Calif.) Society for Crippled Children, formerly with the National Society for Crippled Children and Adults, and the Lincoln (Neb.) Chapter, ARC, comments on "Whither Federation?" (See our September issue.) The author's reply appears below.

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Lyman Ford, in his article "Whither Federation?" in the September SURVEY, touched very lightly on the many problems involved in extensive federation of fund raising activities. There is evidence of a current nationwide effort to press for federation. Ford said, "The next twelve months will be a key period in determining the actual answer to this question." I am somewhat disturbed by this pressure for federation because of the little evidence that the problems presented in federating the six large independents—Red Cross, cancer, poliomyelitis, tuberculosis, heart, and crippled children—have been carefully studied and analyzed by the proponents of federation.

Ford concluded that: "Even a cursory survey of the relative amounts raised by these different groups and their various quota and campaign plans reveals a startling picture of unbalance and disorderliness in our present system of supporting these necessary national health and welfare services." An explanation of this "unbalance and disorderliness" and a plan for obtaining balance and order would be interesting.

There are many distinctions between the chests and the independent agencies. Chests usually are citywide; the others are commonly county service units. Professionals organize and direct the chest campaigns; volunteers often are in charge of the independents' fund raising programs or staff members have that as a minor part of their year-round duty. One is a high pressure type of solicitation depending upon large contributions from individuals and corporations. The independents to a much larger extent employ low pressure methods of solicitation—direct mail and coin collection boxes—depending upon small contributions from a large number of contributors. One wonders what the independents and the communities would gain and lose by federation?

What kind of federation is Mr. Ford promoting? Is federation to mean community chest? Would the proponents accept a federation of the independents using a new group of professional campaign managers and planners?

Could the huge sums represented by the combined budgets of the six independents and the community chest be raised by the chests? Chest representatives presume that is possible. Yet consolidated reports of the chests show that they rarely raised 100 percent of their goals even when they were soliciting funds exclusively for chest agencies. Can the chest boost the level of giving enough to include the budgets of the independents in view of past experiences and indications of a tough current campaign?

Have the proponents of federation discussed the plan with all or any of the independent agencies, or have they limited their efforts to promoting a grass-roots movement without any real regard for the wreckage or "disorder" that might come from forced federation at the local level if their plan cannot raise the funds to support the federated agencies?

My curiosity about the motivations of some of the proponents of federation is prompted by expressions of two chest executives. One described the obstacles which he placed in the way of a campaign by the cancer society in his county. I felt that this man was motivated by a selfish concern for control over fund raising efforts in his county rather than by any great consideration of needs and services. In a paper read in a meeting of Community Chests and Councils, another chest executive, referring to local control of appeals, said, "This we must do if for no other reason than purely selfish interests." These statements indicated to me the need of caution before jumping on the federated fund raising band wagon which plays such enticing music.

Inflation has hit most families, and fund raising in the future will be difficult. All agencies—chest and independent—should weigh this problem and seek a solution that will provide maximum funds for necessary health and welfare services at a minimum cost for fund raising. There is room for much improvement. Less unilateral action and more cooperation between the proponents and opponents of federation might provide the answer in time. More articles in SURVEY on this problem would be helpful before we get completely lost in a wild grass-roots movement for federation.

Rebuttal by Lyman S. Ford

My good friend Jim Cotter's letter is worthy of more than the 250 words to which my answer has been limited. First, a word of warning lest reader Cotter misjudge the current public mind. It is a serious error to mistake the current nationwide *contributor demand* for federation for "a current nationwide effort to press for federation."

The doubling of the number of community chests since 1942, the current epidemic of labor-employe chests, the experimentation with state chests in Michigan and elsewhere, and the wave of local appeals review committees are all completely spontaneous reactions of contributors' groups to the serious problem of competition and waste in voluntary fund raising. It is a true blue grass-roots movement if there ever was one. The people see the problem clearly though many of their efforts to solve it may be open to criticism. They need positive leadership and not condemnation. They are sure to make mistakes without cooperation from the major groups responsible for the situation today.

I am convinced that the contributor demand for orderliness will not be denied. The choice is not *to federate or not to federate,* but *what form shall federation take?*

I agree heartily that many complicated and new problems are involved in finding a brand of orderliness to fit the needs of large nationally controlled appeals. I am "promoting" no special kind of federation, merely the necessity for a joint approach by contributors and agency leaders to the problem of getting maximum support for a balanced program of services—local, state, and national. Whether this means an extension of existing chests, creation of a second major local federated drive, establishment of state chests, a national chest or health fund or any combination of these are details to be worked out.

I believe wholeheartedly in the multilateral approach suggested by Cotter. It is nothing short of tragic that the larger independently financed national agencies have consistently refused to participate in any discussions looking toward a cooperative answer to their fund raising problems.

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Outstanding Meetings

The month of November saw a number of important meetings in the field of health and welfare. Outstanding among these were the fall meeting of the National Social Welfare Assembly, and the annual meetings of the National Committee for Mental Hygiene and the American Public Health Association.

Although THE SURVEY *Midmonthly* was not able to cover all these firsthand, the following columns are devoted to our own and others' reports of these events.

Social Welfare

Varying opinions on two important issues of the day—the future of voluntary health and welfare services, and the necessity to develop new means of financing such services in these changing times—emerged from the fall meeting of the National Social Welfare Assembly held in New York City in November. The theme of the meeting concerned trends and problems in the financing of voluntary enterprises in the United States.

Declaring that "there is a place for the voluntary effort nothing else can occupy," Fred W. Ramsey, president of the assembly, stated that the great problem confronting us now is how to join forces with government agencies in the interest of a finer service than we have ever known before. While acknowledging that sometimes we wonder if the public will begin to feel that "the government is doing so much it might as well do it all," Mr. Ramsey concluded that "the attachments of this public to the private enterprise of social welfare are much too strong for this ever to happen."

Pointing out that voluntary social agencies are found only in democracies, Frank L. Weil, chairman of the assembly's executive committee and president of the National Jewish Welfare Board, declared, "It is vitally important that voluntary social enterprise understand its areas of responsibility, so that it may not surrender those at any time, that it understand and discharge its responsibilities and that it adequately support the expression of its voluntary, free way of life."

Hal H. Griswold, Cleveland attorney and former Ohio state director of public welfare, urged voluntary workers not to yield to the "counsel of despair" which holds that the more funds public agencies receive, the less there is for voluntary services and vice versa. This belief, he held, is based on the false assumption that we have reached the end of our resources in this country for health and welfare services. "Pursue the path of education, intelligent education, of the layman, and we shall develop . . . unsuspected resources for this task of ours, that may be even as great in comparison with our present resources as the power of the inner atom is greater than the power we had available heretofore."

A differing view was presented by Francis S. Harmon, chairman of the finance committee, Federal Council of the Churches of Christ in America. Warning that "we are living more and more in a world of compulsion," Mr. Harmon declared that "our first task, yours and mine, is to expand the area of the voluntary and contract the area of the compulsory." The present trends away from voluntarism and toward increased governmental activity, he pointed out, are inevitably accompanied by a great increase in taxes and a consequent reduction in gifts to voluntary agencies. Important financing trends, according to Mr. Harmon, include inflation and the growing multiplicity of campaigns. Our highly developed media for mass dissemination of information should be further utilized to secure support for voluntary services.

"This spirit of contest between public and private agencies" can be greatly reduced, Mr. Griswold held, through "educating the layman to a sane and logical view of what the welfare problem is. . . . We must emphasize the organic nature of community organization. We must recognize the fact that voluntary and public agencies are both specialized organs of that community organism and that the disturbance of the function of one of them is likely to have disastrous effects upon the functioning of the other."

On Broadening the Base

Private agencies were urged by Mr. Harmon to develop ways and means of utilizing mass media of communication for a greatly broadened appeal for support. Speaking as a Protestant churchman, Mr. Harmon deplored the trend toward secularization in American life and the chasms existing between organized religion and many national groups—labor unions, local governments, students, minorities.

Mr. Griswold pointed out that as the base of support is broadened and appeals consequently presented in ever more elemental terms, the private agency may find itself judged by the amount of direct service it can give. He warned that the vital function of research, experimentation, and demonstration may be obscured by a mass demand for service, unless the community is educated to understand the value of this trail-blazing work.

One or Many?

The sharpest cleavage came in the discussion of federated versus independent fund raising. That something must be done about the growing multiplicity of appeals for funds was made clear by several speakers in addition to the exponent of federated fund raising, Robert S. Miller, vice-president of the United Health and Welfare Fund of Michigan. Mr. Harmon pointed out that the multiplicity of appeals constitutes one of the factors adversely affecting support of voluntary agencies. The further likelihood that private colleges also will soon be appealing to the local community for support, was reported by John Dale Russell, chief, division of higher education, U. S. Office of Education, who commented: "Just how the local community is going to get all of these different drives lined up so that they don't . . . defeat their own purposes is something that is going to have to be worked

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out" through some kind of coordinated effort.

The goal of the United Health and Welfare Fund of Michigan, Mr. Miller explained, is "to make possible the financing of the over-all health services which the people need and to do it economically with the assurance that the dollar contributed will purchase the maximum amount of service."

Mr. Miller suggested a plan for voluntary financing through payroll deductions of one hour's pay per month. This contribution, together with "fair corporate and executive giving," he said, would be "amply sufficient to carry on a health and welfare program beyond any we have contemplated, inclusive of the work already done and the funds already raised by the Community Chest."

Pros and Cons

"The monopolization of public giving to causes represented by the individual health and welfare agencies in this country," said Douglas Poteat, executive vice-president of the American Cancer Society, " . . . will spell the death of the voluntary health and welfare movement as we know it." He criticized the control of budget which he felt was implicit in the federated plan, adding that "a budget is nothing more nor less than program translated into dollars."

On the other hand, the duplications and unevenness of services resulting from independent financing were pointed out by Mr. Miller. "An all-out fight to defeat the problem caused by one disease which strikes with comparative rarity," he said, may be going on at the same time that we are giving "scant attention to other ailments which strike much larger portions of our population." As for the citizen-giver, Mr. Miller said, in speaking of the "many crusades" which have added one drive after another, "There comes a time when the donor says, 'I've had enough'!"

Taking a middle ground, Mr. Weil declared:

"The excessive prices of fund raising are a terrible cost to pay for so many fund raising efforts, and the time and manpower involved also exacts a heavy price, but by the same token if regimentation or loss of individuality result from federated fund raising, that too would be a great price to pay. . . . Federated fund raising saves expense, effort, wear and tear and competition, but independent fund raising has certain advantages in that the individual cause is better understood by the community." He went on to affirm that "federation is not un-American. . . . Freedom of choice has advantages but freedom of choice can be overdone."

Public Health

A moving plea that "top priority be given to every phase of our national program that has potentialities for saving the lives or improving the total well-being of our children," was made by Dr. Martha S. Eliot, associate chief of the U. S. Children's Bureau in her presidential address "The Cultivation of Our Human Resources for Health in Tomorrow's World," before the annual meeting in November of the American Public Health Association in Boston.

"Despite the vast strides of medical science," she declared, "we know that children still die or are sick or handicapped needlessly; that boys and girls still reach adolescence and maturity insecure in their individual, family, and community relationships." Since two thirds of our children are concentrated in low income families who "cannot afford to pay for medical care or . . . do so at the expense of other essential items," Dr. Eliot declared, "I can see no way out of this dilemma except by finding some way of pooling funds to meet all the costs of care . . . through a public program, one that does not involve a 'means test,' one that is as freely available to mothers and children as is our public education system."

Outlining other measures promising great benefit to children, Dr. Eliot termed pending legislation for federal aid for local health departments basic to the development of adequate local health clinics for mothers and children. She commented that sufficient appropriation would enable the bureau to expand its program of demonstration projects to assist states in controlling such problems as cerebral palsy and rheumatic fever, and in providing preventive services for pre-school and school-age children. Dr. Eliot reported that scientists concerned with research on child problems are urging legislation providing federal grants-in-aid to universities and child reseacrh institutes to implement research on child life on a long term and multi-discipline basis. Proposals under discussion, she added, call for a National Child Research Institute to serve as a clearing house for information on current research and to provide a channel for the development of types of research requiring national planning and action.

In closing, Dr. Eliot pointed out: "Plans for action in behalf of our children must take into consideration the total world community in which our children will grow up and live. . . . Our task is a difficult one for it involves changing attitudes of people, helping young people acquire the emotional maturity and the sense of responsibility requisite to living in a world of many nations with diverse ideologies and different cultural and social backgrounds."

New Outlook

On the other hand, Louis I. Dublin, second vice-president, Metropolitan Life Insurance Company, New York, predicted that public health services of the future will concentrate increasingly on the so-called chronic diseases of middle and later life. Recent gains in longevity focus attention on the need for controlling heart disease, arteriosclerosis, cancer, and arthritis, he said.

Mr. Dublin cited the spectacular achievements of the public health services in reducing or conquering the diseases of infancy and early life in the short span of years since Lemuel Shattuck submitted his epochal report on a "Sanitary Survey of the State of Massachusetts" in 1850. Equal gains can be made in the coming century, he said, if the public health profession reorients its objectives to deal with such problems as the degenerative diseases, the needs for more mental hygiene and social services, and for effective community organization for health.

Whether we have progressed as far as we think since Lemuel Shattuck's day was questioned by Dr. Abel Welman, professor of sanitary engineering, Johns Hopkins University, and this year's recipient of the association's annual Sedgwick Memorial Medal for his distinguished services to public health.

It is doubtful, he declared, whether there is a single stream in the nation which has not deteriorated since 1849, or a city in which housing conditions and environmental conditions are not essentially worse. Moreover, public water systems are lacking in 6,000 of our communities, sewerage systems in

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9,000. Only one out of five farm houses has both bath and toilet facilities while 5,000,000 of our urban dwelling units need major repairs or lack private bath and toilet. Also, the past decade has seen nearly 2,500 outbreaks of disease caused by polluted food.

Cancer Control

A new method for mass X-ray detection of cancer of the digestive system, a disease which is virtually symtomless in its early stage, and which attacks 100,000 Americans each year, killing 60 percent of them within a year, was reported to the Public Health Cancer Association, one of the twenty-three related organizations which met with the APHA.

The new technique, which utilizes an adaptation of the Schmidt camera, was described by Drs. John F. Roach, Robert D. Sloan, and Russell H. Morgan in a progress report on a five-year study under way at Johns Hopkins University, with financing from the U. S. Public Health Service. If tests of the new technique continue to show results, we may expect a real reduction in the mortality of this dread disease, according to the researchers.

Integration of Hospital Services

An experiment in the integration of hospital services in the eleven-county area around Rochester, New York, has achieved better care at lower cost, Dr. Albert D. Kaiser, city health officer, reported. The project, which is financed by a grant of $275,000 a year for five years from the Commonwealth Fund, and $10,000 a year from the city of Rochester, has demonstrated "that closer relationships can be developed between small hospitals in the area and those in the larger city," according to Dr. Kaiser.

The council directing the study began its work with a careful study of each of the twenty-one hospitals included in the program. The survey brought to light not only inadequacies of the physical plant and certain types of equipment, but also administrative and professional practices "not in accord with accepted hospital operation." A program for remedying these deficiencies was worked out by the council, which is providing continuous educational and advisory service. A joint purchasing service developed by the council has resulted in considerable saving to the hospitals.

A Tribute

The death of Helen Cody Baker on November 21 at her home in Chicago brought sorrow to a wide circle of friends and to everyone who, during her long association with the Chicago Council of Social Agencies, had any contact with her warm vibrant personality. Although a chronic bronchial ailment had occasioned her retirement from the council several years ago she continued to live a full and happy life, crowded with interests. Until two weeks before her death she wrote her weekly column of comment on social work and its concerns for the *Chicago Daily News*.

Modest as she was, Helen Baker made a lasting contribution to the practice of social work interpretation. To her technical skills she added warmth, integrity, conviction, and rare common sense, all of which are reflected in the book, "How to Interpret Social Work," written in collaboration with Mary Swain Routzahn. *Survey Midmonthly* readers will recall her many articles during her years as a contributing editor. My own memory turns to the many National Conferences of Social Work which we reported together. I never knew a more dependable person.

I was among the fortunate of Helen Baker's professional friends who knew her also in her home where her qualities of mind, heart, and spirit created a center of rich joyous life. I saw her last when we sat together at luncheon in the sunny window of her kitchen, the good talk ranging from the exploits of her two little grandsons, through cabbages and kings, to her unshakable faith in mankind. The enrichment she gave to life remains, but it is hard to accept the fact that all that gaiety and warmth is now a memory.

Gertrude Springer

Mental Hygiene

Enlisting citizen cooperation on a broad scale in the development of our mental hygiene services, public and private, was a recurrent theme at the annual meeting of the National Committee for Mental Hygiene in New York City in November.

The participation of some 750 leaders in the committee's work is hardly enough in a nation of 140,000,000, declared Dr. George S. Stevenson, medical director. He announced that the committee is at work on a comprehensive plan to enlist 1,000,000 new participants—"one for each psychotic person in the nation"—through the organization of many new local mental hygiene societies, a channel, "as yet largely undeveloped." During the past year, popular demand for education about mental health has far exceeded the committee's resources. Dr. Stevenson also reported that the Ittelson Family Foundation has made a contribution of $10,000 a year for five years to the committee's educational program.

A wide development of organized citizens groups closely related to statewide organizations was also urged by Marian McBee, executive secretary, New York Mental Hygiene Committee, State Charities Aid Association. She cited as valuable the growing popular interest in mental hygiene and the development of such educational media as the current movie "The Snake Pit" but added that "general concern and knowledge about the problem is not enough," as interested citizens "should have some organized channel for expressing their concern and planning for the amelioration of the conditions they deplore."

She recommended that local groups be given vigorous help from leaders in the field as well as funds for needed staff services. Activities of such groups might well include visiting nearby mental hospitals, she added.

Popular understanding could be greatly furthered by opening the doors of mental hospitals to a wide variety of community groups, declared Dr. Newton Bigelow, director of the Marcy State Hospital, New York. Citing the valuable contribution of the Gray Ladies of the American National Red Cross to Veterans Administration hospitals, he recommended increased participation by community mental hygiene workers in the hospital program: visits to hospitals by groups of high school girls interested in nursing, students of medicine, theology, and journalism, and selected members of civic groups; participation by the community in hospital recreation; and careful interpretation of program to patients' visitors.

That a private citizen is the best "interpreter" of the hospital program was also affirmed by Marjorie H. Frank, board member, Mental Hygiene Society of Union County, New Jersey, in a report on the volunteer programs of the National Council of

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PAMPHLETS AND REPORTS

SOCIAL WELFARE. Annual Proceedings, National Association of Schools of Social Administration, at the 1948 National Conference of Social Work. 40 pp. 50 cents. Mattie Cal Maxted, University of Arkansas, Fayetteville, Ark. *Papers related to undergraduate training for social work.*

REPORT OF THE NATIONAL CONFERENCE ON SOCIAL WELFARE NEEDS AND THE WORKSHOP OF CITIZEN'S GROUPS, held in Washington, January 1948, under the sponsorship of the National Social Welfare Assembly, Inc., and Community Chests and Councils of America, Inc. 69 pp. 25 cents and quantity rates. From the assembly, 1790 Broadway, New York 19. *Conference proposals for meeting our welfare needs.*

SUPPLEMENTATION OF PUBLIC ASSISTANCE. 30 pp. 35 cents. Council of Jewish Federations and Welfare Funds, 165 West 46 Street, New York 19. *Prevailing practices in 26 Jewish family agencies and desirable objectives.*

HEALTH SERVICES IN BRITAIN. 23 pp. Free. British Information Services, 30 Rockefeller Plaza, New York 20. *Describes Britain's new National Health Service providing free care for all who wish it.*

STEPPING STONES TO A HEALTH COUNCIL, by Yolande Lyon. 28 pp. 25 cents and quantity rates. The National Health Council, 1790 Broadway, New York 19. *Manual for setting up local health councils to coordinate and improve community health services.*

THE NATIONAL CONFERENCE ON UNDERGRADUATE PROFESSIONAL PREPARATION IN PHYSICAL EDUCATION, HEALTH EDUCATION, AND RECREATION, held at Weston, W. Va., in May. 40 pp. $1. *Conference recommendations on recruitment, curricula, and so on.*

GOOD NEWS ABOUT DIABETES, by Herbert Yahraes. 32 pp. 20 cents. Public Affairs Committee, 22 East 38 Street, New York 16. *The diabetic can live "a good full life."*

THE MARYLAND MEDICAL CARE PROGRAM, a report by the staff of the subcommittee on medical care, American Public Health Association. 151 pp. Free from Dr. Milton Terris, P. O. Box 5998, Bethesda, Md. *Evaluates Maryland's program of medical care for the indigent—"a distinct contribution" in meeting the needs of this group.*

ADVANCING THE EDUCATION OF THE HOSPITALIZED CHILD. Report of a conference sponsored by the National Foundation for Infantile Paralysis in conjunction with the annual convention of the American Association of School Administrators. 96 pp. Available without charge, but in limited supply, from the foundation, 120 Broadway, New York 5. *Ways and means of providing a satisfying educational experience for the hospitalized child.*

UNDERSTAND YOUR CHILD—FROM 6 TO 12, by Clara Lambert. 32 pp. 20 cents. Public Affairs Committee, 22 East 38 Street, New York 16. *How children feel and act during this "plateau" phase of growth.*

YOUR TOWN AGAINST DELINQUENCY. 23 pp. 50 cents. Canadian Welfare Council, 245 Cooper Street, Ottawa, Canada. *How to coordinate community resources for prevention and control of juvenile delinquency.*

AGING. Guide for Public Health Nurses No. 8, Family Health Series, prepared by the department of educational nursing, Community Service Society, 105 East 22 Street, New York 10. 23 pp. 15 cents and quantity rates. *Physical and emotional changes related to aging and what to do about them.*

HIGHLIGHTS OF THE NATIONAL CONFERENCE ON FAMILY LIFE, held in Washington in May. 23 pp. 15 cents and quantity rates. National Conference on Family Life, 10 East 40 Street, New York 16. *Recommendations for developing more family-centered programs in our public and private agencies.*

TRANSFERENCE IN CASEWORK, by Dr. Richard Sterba, Benjamin H. Lyndon, and Anna Katz. 51 pp. 75 cents. Family Service Association of America, 122 East 22 Street, New York 10. *The development and use of transference in casework, its dynamics, and a case analysis.*

DOES GOOD HOUSING PAY? by Warren P. Phelan, 61 pp. $1. Reproduced by The School of Applied Social Sciences, Western Reserve University, Cleveland 6, Ohio. *Public housing unit in Cleveland pays economic dividends.*

ABOUT YOUR LABOR LAWS. Text by Marion Robinson, drawings by Elizabeth Tazelaar, edited by Janet Davis. 18 pp. 10 cents. Consumers League of New York for Fair Labor Standards, 170 Fifth Avenue, New York 3. *Handy guide to the more important legal rights of labor in New York State.*

FEPC REFERENCE MANUAL, prepared by the committee on employment discrimination, National Community Relations Advisory Council. 70 pp. Free. From the council, 295 Madison Avenue, New York 17. *States the need for federal FEPC legislation and analysis of pending bills.*

PUERTO RICANS IN NEW YORK. A report of the committee on Puerto Ricans in New York City, Welfare Council of New York City, 44 East 23 Street, New York 10. 60 pp. $1. *A study of the migration of Puerto Ricans to New York City and recommendations for aiding adjustment.*

Jewish Women, the American Friends Service Committee, and the American National Red Cross. She cited as one example the ARC program at Northampton (Mass.) Veterans Administration Hospital. Here "volunteers from General Electric and other industries leave work at 5:00 P.M., travel quite a distance to the hospital and have supper there with members of the medical staff. At this time they have the opportunity for small group discussions with the doctors on various phases of treatment and types of cases. After supper until about 10:00 P.M. the hospital is a beehive of activity." Activities, supervised by the hospital staff, include outdoor sports, music and photographic clubs, and radio shop.

Report on National Program

Reports on how the National Mental Health Act is being implemented were received with much interest. The act, which authorizes federal grants-in-aid for community mental hygiene services, research, and training, is framed to leave authority for initiating and developing programs in the hands of state and local agencies. For this reason, as Dr. Leonard A. Scheele, Surgeon General, U. S. Public Health Service, pointed out, "What kind of a mental health program is developed by each state, how effectively it meets the varying needs of the people within that

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state, depends, in the last analysis, upon the citizens who live there."

A survey of the first year's operation of the program of federal grants to states (grants are also made directly to agencies and individuals) shows "some encouraging results," Dr. James V. Lowry, chief, community services section, mental hygiene division, USPHS, reported. However, he added that several states have been slow in getting their programs under way, and "one is impressed by the opportunities that were not fully exploited."

During the fiscal year 1948, state agencies in twenty-four states initiated programs, and an additional twenty-two expanded existing services. Thirty-six new mental hygiene clinics were established and sixty-seven expanded. Of the $3,000,000 made available by Congress, grants totaling $2,133,360 were approved by the service for implementing new or expanded state programs. Although many states were slow in developing programs to utilize these funds, a total of $1,164,217 had been expended or obligated by the end of the year.

Delay in developing programs is attributable in part to the inevitable problems accompanying the establishment of new services and to staff shortages, but also, according to Dr. Lowry, to such factors as: failure by state authorities to reallocate funds to existing clinics; a tendency to limit the use of funds to a single agency, lack of aggression in setting up new clinics; the want of advisory boards to assist with state planning.

A sample study by the committee of state participation in this program showed that funds were "very far from being utilized with maximum effectiveness," Dr. Abraham S. Barhash, director of the committee's division on community clinics, reported. The best state programs, he said, are those "which do long term planning and . . . stress the training of competent staff and the development of training facilities." He criticized the "scramble of many communities to get on the band wagon of clinic expansion," which has often resulted in the misdirection of some funds to general clinic expansion, evasion of the problem of staff shortages by such measures as appointment of unqualified or "substitute" personnel, heavy turnover of staff, and programs whose actual performance is greatly at variance with stated objectives.

Also, he said, many state mental health authorities, "surrounding themselves with the aura and method of secret diplomacy," had "discouraged that kind of citizen participation without which no broad mental health program, state or federal, can ever achieve its ultimate goal." He added as his personal opinion, that a little psychiatry is worse than none at all.

Part of the Total Problem

Pointing out that mental illness, as well as cancer and heart disease, presents greater difficulties from the point of view of mass control measures than did the acute infectious diseases, Dr. Scheele declared that the most promising tools for control are "strong local health units, adequately staffed with competent personnel." He urged members of the committee to join with other organizations in working for the establishment and strengthening of these units, thus avoiding "the piecemeal approach" to the total health problem of the community.

Lasker Award

The 1948 Lasker Award—$1,000 and a gold replica of the Winged Victory of Samothrace—was presented to Dr. C. Anderson Aldrich, director of the Rochester Child Health Institute of the Mayo Clinic, Rochester, Minnesota, for his "outstanding accomplishments in the education of the physician in the psychological aspects of the practice of medicine." Dr. Aldrich organized the institute in 1944 as a long term experiment in the pooling of community resources for preventive psychiatric and well child service and for community education in physical and mental health.

In conjunction with the Mayo Foundation, Dr. Aldrich has developed a unique training program in pediatric mental health. In this project, he has utilized existing community resources, thus making possible the application of his methods in other areas.

Rochester's children are born, play, go to school, reach adulthood under the institute's care and study. From its careful observation of their growth, the institute is developing standards of normality in physical and emotional growth. The U. S. Public Health Service recently awarded a grant to the institute to help with the statistical work involved in this project, termed by the committee "perhaps the most important experiment in mental health being undertaken anywhere."

Mailbag Roundup

In New Jersey, defeat at the polls of a proposed "package" bond issue for $50,000,000 to improve and expand the state's mental hygiene, correctional, and educational institutions, has led to consideration of a separate, special bond issue for the improvement of welfare institutions alone. It is believed that opposition to the earlier proposal was due to the necessity of approving the whole "package" or none of it.—*From* SURVEY *correspondent Donald S. Benson, New Jersey Department of Institutions and Agencies.*

In Michigan

The bureau of venereal disease control in this state is cooperating with the U. S. Public Health Service in a study designed to develop faster and more effective methods of syphilis case-finding.

The study has been initiated because the bureau's current methods of checking contacts listed by patients at the Michigan Rapid Treatment Center for Venereal Diseases have frequently failed to uncover any case of infection among the contacts. Since theoretically there should be at least one infected contact for every case of primary or secondary syphilis, the bureau is reevaluating its techniques for patient interview as well as the adequacy of medical examinations given to contacts. Investigators have been appointed at three strategic locations throughout the state to make immediate investigation of the list of contacts submitted by a patient at the center, while the latter is still under treatment.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

Meetings

The American Association of Schools of Social Work will hold its annual meeting in Boston January 26-29 at the Hotel Statler. The program will include a variety of workshops. Subjects of these include: teaching methods in casework; teaching of social administration; selection of students for admission to schools of social work; and research in social work.

The sixth annual conference of the American Group Therapy Association will be held in New York January 21-22 at Lenox Hill Hospital. Details of program may be secured from the association, 228 East 19 Street, New York 3.

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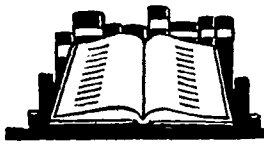

BOOK REVIEWS

HALF A CENTURY IN COMMUNITY SERVICE, by Charles S. Bernheimer. Association Press. $2.50.

SOME OF THE EARLY EFFORTS THAT have led to the establishment of social services on a systematic basis are chronicled in this autobiography of one of the pioneers in communal service in America. The volume is more than a personal account of the author's crowded and varied career. It throws considerable light on the social problems, the human needs, and the methods for meeting them that in many recognizable ways gave rise to the present day practices of social work.

The author, in his earlier years and throughout much of his professional career, was engaged in social reform and social action. He served particularly among the immigrants and underprivileged in the traditional neighborly spirit of the settlement house worker. And he felt called upon continually to interpret the needs of people, the functions of social service, and the responsibilities of the community.

His autobiography is replete with references and pertinent extracts from his own numerous writings and those of his contemporaries. As expressions of the philosophy and strivings of those engaged in social work, these ring true to this day.

Students of the history of social work education will be interested also in Mr. Bernheimer's accounts of the early activities of social work conferences and the attempts that were made to develop standards and training. The description of techniques for group adjustment, for dealing with individual problems of behavior, the uses of recreation and group activity, the role of the community survey as a basis for community action, all are illuminated in the straightforward, factual narrative of the author's rich and long experience.

While Charles Bernheimer quite naturally draws heavily upon his work in the Jewish Center field, the reviewer believes that many of his observations and his interpretation of the experiences have a broader application. The material that the author has selected appears to have this objective in view. For, while the book is an autobiography, and the personality and career of the writer is bound to be revealed in the chronicle, the volume is in a real sense the vehicle for interpretation of many aspects of social work itself as it developed during the past fifty years.

LOUIS KRAFT

General Secretary
National Council of the
National Jewish Welfare Board

SERVICES TO CHILDREN IN INSTITUTIONS, by Cecelia McGovern, Ph.D. National Conference of Catholic Charities. $4.50.

CECELIA MCGOVERN'S BOOK COMES to us at a most opportune time. Many of us, having admitted the indispensability of some institutional care for children, are now trying to evaluate the institution and its programs in a more constructive and optimistic manner.

As Miss McGovern points out, there is more now known about group therapy, and institutions furnish a normal setting for its practice. The material in this volume is well organized and presented in a simple, even an alluring style, for the author keeps you constantly aware of the importance of the institutional job and the dignity and importance of each institutional worker doing that job. She illustrates her points with pertinent examples.

While this book is written primarily for both religious and secular workers in Catholic institutions, it would be useful in the hands of anyone in any way responsible for a child-caring institution.

Miss McGovern neither spares nor defends those in Catholic institutions who are not rendering a more enlightened service to children under their care. She is careful to delineate the Catholic point of view and show the possibilities of its ready reconciliation to the most acceptable institutional practices.

One sometimes feels she has oversimplified her psychiatric interpretations and yet in view of the purpose of the book and the opportunity she gives the reader for further exploration through bibliographical references at the end of each chapter, this is excusable.

While you should not forego having Monsignor Cooper's "Children's Institutions" in your institutional library, you can find the essence of much of his thinking in this book. Throughout the volume you get the feeling that the author has made recent, broad, and thorough observations in many kinds of child-caring institutions and has brought to her reader the best and most up-to-date thinking on this subject.

As you close the book, you have the feeling that you, too, have been discussing mutual problems with understanding friends in your field.

BYRON T. HACKER

Executive Director
The Children's Center, New Haven

CHILD OFFENDERS, A STUDY IN DIAGNOSIS AND TREATMENT, by Harriet L. Goldberg. Grune & Stratton. $4.

DR. GOLDBERG HAS GIVEN AN ABLE, sound presentation of the problem of the child offender from the standpoint of both modern clinical practice and good community organization. She is obviously no ivory tower theorist, but one who has worked directly on the firing line and knows whereof she speaks.

Probably only from a large urban area like New York could so many case stories have been used with such a minimum of distortion and therefore such a maximum of authenticity. The cases presented are pertinent to the point which is being made and in spite of great brevity show a good selection of material. The book is depressing even to the experienced professional accustomed to dealing with such children and establishes well the basic motivation for its writing—the need for more adequate facilities for early diagnosis and treatment.

The question which Dr. Goldberg must have asked herself a hundred times in the process of preparation of the manuscript is whether she should have attempted to say more or less. She has wisely omitted any discussion of treatment processes since that is a series of textbooks in itself.

Although the material as presented

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is convincing to the person experienced in the study of case records, the question constantly arises as to whether it is equally clear to the uninformed reader, whether the vocabulary is not too technical, and whether too many scientific concepts are not taken for granted. Probably the book is less valuable for the experienced professional who already has essentially this viewpoint and for the layman who might find himself somewhat at sea; but is most usable for the student and young staff member to whom it can provide a wealth of source material, lending itself very adequately to teaching and to interpretation. Its best contribution is in pointing up graphically the basic causes of juvenile delinquency and the inevitable responsibility which various community services must assume if the problem is to be met.

LILLIAN J. JOHNSON
Executive Secretary
Ryther Child Center, Seattle

YOUTH SPEAKS OUT ON CITIZENSHIP. Canadian Youth Commission Report. The Ryerson Press, Toronto. $2.

YOUTH, MARRIAGE AND THE FAMILY. Canadian Youth Commission Report. The Ryerson Press, Toronto. $2.

IN 1943, THERE WAS CREATED THE Canadian Youth Commission, an independent private agency composed of some of the outstanding leaders in that nation. The task of the commission was "to study the main problems of young people from fifteen to twenty-four years of age; to draft reports and recommendations based on these studies; and to promote the acceptance of these recommendations by governments and private agencies having responsibility in this field."

The reports of this commission have great interest for us in the United States even though conditions in Canada are somewhat different from our own. It is particularly interesting to compare these reports with those of the American Youth Commission, in the Thirties. The American Youth Commission dealt with the problems of youth during the depression. The Canadian Youth Commission dealt with the problems of youth during the war, with a look ahead to the postwar period.

This review is concerned with two of the nine volumes published by the Canadian Youth Commission. The first of these "deals with the making of citizens in a democracy," and lists three principal objectives: to determine the attitudes of Canadian youth toward citizenship; to study the principal influences that mold the attitudes of young people; and to suggest ways of improving citizenship education and the participation of youth in community affairs.

These are vital matters, not only for Canadians but for all of us who are concerned with the preparation of youth for the responsibilities of citizenship. The commission made a large sampling of the attitudes of their youth. These attitudes define the problems involved in the preparation of youth for citizenship.

Some of the more important attitudes are: a strong feeling for Canadian independence from Great Britain; an almost even division on peacetime draft; expectation of another world war within twenty-five years by nearly half. Furthermore, a slight majority believed that postwar opportunities would be better than before the war; a majority believed that private industry could not provide jobs for everybody; a two-thirds majority was opposed to a voting age of eighteen; a majority did not participate in politics; 62 percent definitely wanted social and economic reforms, including more jobs, better education, public ownership of production, and more social security; a great majority was favorably disposed toward the church and opposed to racial and language group discrimination.

Two or three points of major interest stand out in these attitudes as they are expressed. Canadian young people are not very hopeful about the future. They are worried over many specific problems—economic security, chances for education, housing, the opportunity for marriage and a happy home life. Like American youth, they are rather cynical about politics and political parties. They quite definitely express a trend away from individualism and believe that the government will have to take more responsibility for solving their problems. It seems rather a paradox that while they are cynical about politics and politicians, they do not seem to distrust government operation of enterprise.

The second volume deals with important matters relating to marriage and the family. The study reveals that Canadian families are faced with three major problems: job security, adequate housing, and better family relationships between parents and children, and between husband and wife. Many problems have arisen out of hasty marriages during the war and out of changes in the wife's status as a result of her wartime employment and of her necessarily increased independence during the husband's absence in service.

These reports are filled with valuable information and with fruitful suggestions for all groups dealing with youth. The value of these recommendations is increased by the fact that they are classified and directed to the agencies concerned — government units, youth-serving and community agencies, schools, churches, and so on.

All in all, the studies of this commission represent a dynamic and realistic approach to a national problem of great significance.

HOMER P. RAINEY
President, Stephens College
Columbia, Missouri

PSYCHO-THERAPY, PRACTICE AND THEORY, by Charles Berg, M.D., Norton, $5.

THERAPY THROUGH INTERVIEW, by Stanley G. Law, M.D., McGraw-Hill, $4.50.

TAKE OFF YOUR MASK, by Ludwig Eidelberg, M.D., International Universities Press, $3.25.

HERE ARE THREE BOOKS WHICH, though they each hold potentialities for specialized use, have in common a simplicity of language and clarity of presentation that recommends their helpfulness to anyone who is interested in human behavior. Dr. Berg's book is subtitled "a case book of the neuroses and their treatment"; Dr. Law's is addressed to the general medical practitioner; and Dr. Eidelberg's is a frankly popular treatment of what goes on in the psychoanalyst's office. Yet each deals warmly with living human beings, each reveals humbly the author's own successes and failures in gaining insight into the mysteries of human emotions, each achieves real communication with the reader.

Extraordinarily vivid clinical material is used by Dr. Berg to illustrate his discussions of anxiety, the hysterias, and some of the other emotional illnesses. An introductory chapter, "A Clinical Odyssey," which is a rare description of this distinguished British psychiatrist's voyage of discovery into the realm of psychological phenomena, makes an excellent companion piece to Dr. Law's book. For the latter author, introduced as "at heart a practitioner of general medicine in a specialized setting," offers the pattern of

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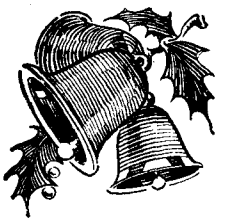
SCANNING THE BOOKSHELVES



Nursing for the Future, by Esther Lucile Brown. Russell Sage Foundation. $2. A report prepared for the National Nursing Council. Discusses, against the background of probable developments of health services, functional differentiation of nursing service, and education for both professional and nonprofessional nurses.

The Rehabilitation of the Patient: Social Casework in Medicine, by Caroline H. Elledge. Lippincott. $2.50. Rehabilitation interpreted in terms of accomplishment. Case histories illustrate use of different techniques in solution of problems encountered in medical social work. The original idea for the book grew out of the work of a committee of the American Association of Medical Social Workers, members of which furnished case material.

Taking the Cure, by Robert G. Lovell, M.D. Macmillan. $2. A practical and personal approach to the new TB patient who wants information, counsel, and encouragement.

Units in Personal Health and Human Relations, by Lillian L. Biester, William Griffiths, and N. O. Pearce, M.D. The University of Minnesota Press. $3.50. Ten units on such subjects as reproduction, heredity, relationships, marriage, family, disease, arranged for teaching purposes in situations from kindergarten to senior high school.

Child Therapy: A Casework Symposium, edited by Eleanor Clifton and Florence Hollis, published by the Family Service Association of America. $3.25. Seven case illustrations discussed by staff members of the Community Service Society of New York, showing "a significant trend in family casework—the practical application of psychoanalytical principles to the everyday problems of family living and behavior" which come to an agency such as the CSS.

Eastwick, U.S.A., by Howard Hush. Dutton. $3. A prosperous suburban community as seen from the vantage point of the Family Service Center, focal point of the town's social services, "meeting ground for the generous, near generous and the niggardly among the leading citizenry," and "stopping place for the mildly troubled and the acutely unhappy." A personal account of experience, written with perception and humor, and definitely something rare in social work interpretation.

Life with Family, by Jean Schick Grossman. Appleton-Century-Crofts. $3. The director of parent education of the Play Schools Association writes of her own experience in building a happy family. A helpful, heartening, and entertaining book for parents, educators, and social workers.

The Bell Ringers, by Vern Swartsfager. Macmillan. $3. The curate of St. Matthew's Cathedral, Dallas, Texas, tells of the organization of young hoodlums into "Gremlin Club," and counseling of various young folk with their personal problems.

The Police and Minority Groups, a manual prepared by Joseph D. Lohman, published by Chicago Park District. 425 East 14th Boulevard, Chicago, Ill. Written from materials taken from a program of study and conference in the field of human relations by the supervisory police personnel of the Chicago Park District. Telling factual data on what the law says about equality of rights, interestingly related to common misconceptions about racial and religious minorities. Teachable and convincing materials, and an exceptionally good bibliography.

Community Recreation, by Harold D. Meyer and Charles K. Brightbill. D. C. Heath and Company, Boston. $5. A full, authoritative, well-illustrated treatment of the organization and administration of recreation in American communities.

Dictionary of Social Welfare, by Erle F. Young, published by Social Sciences Publishers, Inc. $5. A new and greatly expanded edition of the dictionary published twelve years ago. The editors invite corrections and additions for use in future editions. The present volume is generally useful, and represents a courageous attempt to define terms on which practitioners themselves still do not agree.

understanding for which Dr. Berg, as a young medical student, was searching in his early dispensary work.

Each of these gentlemen courageously offers himself up to the slings and arrows of his various and assorted peers, by revealing exactly what he said and did in treatment situations. Dr. Eidelberg goes a little further, since he offers the reader the opportunity of "listening in" on the eight hours of a psychoanalyst's day. Each session is a condensed case history, written with all the suspense of a mystery story, with the doctor playing the dual role of protagonist and reporter.

Though openly exploited in the latter book, the powerful drama in the struggle of the personality between emotional life and death is revealed in each of these books, swathed as usual in everyday facts and unextraordinary events. MARION ROBINSON

ORGANIZING FOR COMMUNITY ACTION, by Clarence King. Harper. $3.

WE ARE GRATEFUL TO CLARENCE King for this book for several reasons, but primarily because he brings this thing called "community organization" down to earth and makes it intelligible to both volunteers and professionals. He does this by the simple process of setting forth basic principles and relating case stories to them.

Mr. King recognizes that community organization has been carried on from time immemorial and was not invented by social workers; that we have played it by ear and are now in the process of capturing the notes and writing the score.

The book is divided into two parts, the first dealing with promotion and the second with coordination. In his

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treatment of promotion, the author defines it as a process of building and maintaining a "community of interests" or a "common-interest group." He does not restrict the term "community organization" to the "task of coordinating the programs of various social agencies of a community," which, says Mr. King, "some supposed experts on community organization" would do.

Community organizers would do well to take heed of Mr. King's emphasis on the strength of "indirect leadership" and the need for building an initial nucleus of common interests. He uses the analogy of rolling the largest snowball by first rolling a small hard snowball which serves as the central or cohesive core.

In the second part, dealing with coordination, Mr. King enumerates the commonly expressed objections to federated financing and does a workmanlike job in appraising these objections. He may prove to be a prophet in his discussion on the relationship of planning to financing when he suggests that this much disputed question may be resolved through the creation of a broadly representative citizens council with the prestige to deal effectively with broad public questions, under whose auspices a bureau for jointly financing private social agencies and a body to coordinate the work of both public and private social agencies may both be operated.

The book is a homey, informal presentation on community organization, for which there is a manifest need.

ARCH MANDEL
Director of Program
Community Chests and Councils, Inc.

RURAL HEALTH AND MEDICAL CARE, by Frederick D. Mott, M.D., and Milton I. Roemer, M.D., M.P.H. McGraw-Hill. $6.50.

FOR MANY YEARS THIS BOOK WILL BE utilized as a source of reference for facts and of guidance in policy. It is a major contribution to understanding conditions and needs, trends and possibilities for health services in those vast, vital, and declining areas of our country wherein over half the population still resides. The authors have drawn upon sociology and economics as well as on data specifically relating to health and medical services. The book is not merely on rural health but on rural life in relation to health.

Both authors are commissioned officers of the United States Public Health Service. As Chief Medical Officer of the Farm Security Administration and in other capacities, Dr. Mott has played a major part in large scale rural medical programs. He is now on leave from the Public Health Service, heading the comprehensive medical and hospital projects of the Province of Saskatchewan. Dr. Roemer has worked for some years in the rural medical field, and is at present director of an important public health project at Morgantown, West Virginia.

The scholar will be pleased with this book because its research is comprehensive and thorough, and there is full documentation and indexing. The teachers of public health and rural sociology will find it an indispensable reference volume for themselves and their students. The administrators of public health departments, medical care plans and the growing number of farm organizations that are concerned with medical services will appreciate the fact that this volume is written from experience as well as from knowledge. They will find sustenance in its reports of past projects, current activities, and programs for the future.

The authors frankly hold that national health insurance is necessary in order to provide rural people with the essential paying power for medical care. As President Truman said in his Health Message to Congress in November, 1945, doctors in America "cannot be assigned; they must be attracted." Drs. Mott and Roemer discuss the professional as well as the financial incentives which attract or deter doctors, but are well aware that the former incentives will not operate on any large scale without the latter.

With the great depression, and the change which took place in both national policy and in the political affiliation of many farmers, farm organizations increased their influence over Congress and, irrespective of partisan overturns, bid fair not to lose what they have gained. Their increasing concern with health, this book points out, is one of the signs of hope for more doctors, hospitals, and local health departments in rural areas. How soon will the traditional individualism of many farm groups accept the public policies without which no widespread improvement in rural facilities and services can be expected? Must adversity again be the teacher? From my own forecast of economic and political forces, I am inclined to share the optimistic view of these authors.

MICHAEL M. DAVIS
Committee on Research in
Medical Economics, New York

WHY MEN WORK, by Alexander R. Heron. Stanford University Press. $2.75.

IN OUR PRESENT PERIOD OF INFLATION and rising prices, the importance of increased productivity by labor is often sidetracked in the attempt to find some hidden profiteer, speculator or other evildoer. In his book, "Why Men Work," Alexander Heron looks for the more fundamental causes as to why men withhold effort and fail to work willingly and effectively. In his search for understanding, he deals with all the factors inherent in our economic structure.

He feels that under the American way of life, men no longer work for food, clothing, and shelter alone. There are causes outside the scope of what money can buy that make men work. "Because our physical needs are so well supplied, our new hope must be for something greater than any physical thing. . . . In the search for reasons why men work, management must explore . . . the area of this intangible want. The most potent reason why we work at physical jobs will be found now to be, in fact, a spiritual force. It will be some form of the urge in man to realize and express himself as a person."

The American method of exchanging the products of our work, one with another, which is the management system, has a vital interest in the solution of this question. Heron says, "If we want workers to work . . . willingly and well, we must give them the right to think. . . . Management must believe in the right and ability of workers to share in the task of thinking and planning." Just as political democracies fail when the people are neglected, so too with the economic way of life. Our industrial system must be manned by an informed membership willing to think and possessing the opportunity to express its thinking.

Readable and practical, "Why Men Work" is a "must" for students of economics and management leaders as well as the average American who is disturbed by the conflicts within our industrial world. ROBERT J. GRAY
Dewey and Almy Chemical Company

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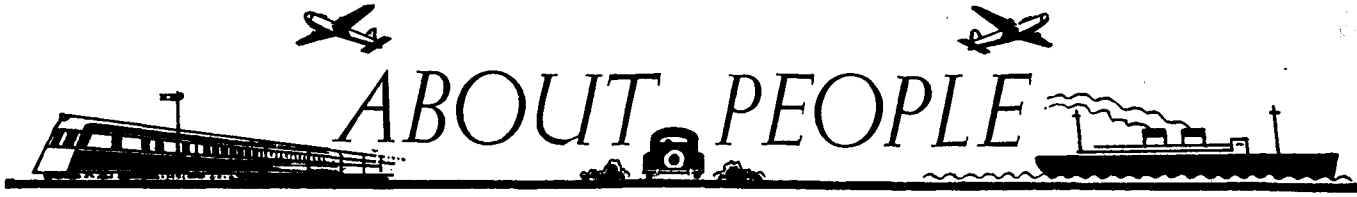

The Territorial Board of Health in Hawaii has appointed *Alison MacBride,* M.P.H., as assistant director in charge of nursing education in the public health nursing bureau of the Health Department. Miss MacBride's experience includes service with the U. S. Public Health Service and with UNRRA. New clinical pediatrician in the bureau of maternal and child health and crippled children in this department is *Dr. Angie Connor,* who served recently with the Children's Heart Association in Cincinnati.

The Children's Protective Association of Washington, D. C., has named *Genevieve Gabower* as executive secretary.

George Goodman has been named acting superintendent of the New Jersey State Reformatory at Annandale, succeeding *Sydney Souter,* who has retired. Mr. Goodman was previously superintendent of the New Jersey Prison Farm at Leesburg.

Morton I. Teicher has been appointed to the faculty of the University of Toronto School of Social Work, on a half time basis, under a special program for the training of psychiatric social workers financed by grants from the Dominion government. Mr. Teicher, who was formerly chief of social service in the Boston District of the Veterans Administration, will also serve half time as chief psychiatric social worker at the Toronto Psychiatric Hospital.

Alfred F. Angster has been named chief of the field service unit, Minnesota Social Welfare Division. Mr. Angster was previously personnel officer in the division.

New executive secretary of the Bakersfield (Calif.) Community Chest is *Fred R. Kearney.* He has been serving as executive director of the Kitsap County Community Chest and Council at Bremerton, Wash.

The Welfare Council of Toronto, Canada, has named *Peter G. Alapas* as research director. Mr. Alapas served previously with the Juvenile Court of Allegheny County in Pittsburgh as statistician and researcher, and as administrative assistant.

Muriel C. Henry has been appointed to handle public relations for the Committee on Careers in Nursing, sponsored by the six national nursing organizations. Mrs. Henry was most recently director of public relations for Chicago Travelers Aid Society.

The U. S. Children's Bureau has named *Clara E. Councell* as head of a new unit which will serve as a clearing house for research in the field of child health and welfare.

Dr. James M. Cunningham has been appointed director of the Detroit Children's Center, recently created by a merger of the Wayne County Child Guidance Clinic and the Children's Center of the Children's Fund of Michigan. Dr. Cunningham was previously director of the bureau of mental hygiene in the Connecticut State Health Department.

Walter W. Pettit, who retired a year ago as dean of The New York School of Social Work, is now in Guatemala to help plan the establishment of a social work school there. His mission was arranged by the UN Advisory Social Welfare Service to Governments.

W. Earl Prosser has resigned as executive director of the Pawtucket and Blackstone Valley (R. I.) Community Chest and Council of Social Agencies to become executive director of the Ohio Citizens' Council for Health and Welfare, which has its headquarters in Columbus.

Frank T. Greving has been named an assistant executive director of the Brooklyn Bureau of Social Service and Children's Aid Society. Mr. Greving was formerly associate director of the casework division of the Greater Boston Survey.

Resigned

Gertrude R. Davis has resigned as associate executive director of the Jewish Family Service in New York. Long active in the Jewish casework field, Mrs. Davis served as executive director of the Jewish Family Welfare Society of Brooklyn from 1936 to 1946 when it was merged with the Jewish Social Service Association to form the Jewish Family Service. A vice-president of the National Conference of Jewish Social Welfare, she represented the Family Service Association of America at the International Congress on Mental Health in London in August.

Retired

Margaret Mary Louise Catton, pioneer in the development of medical social service in the Territory of Hawaii, has retired as director of the Medical Social Service Association of Hawaii after twenty-five years of service to the association and its forerunner, the Hospital Flower Society.

Miss Catton was largely responsible for development of the association's fine program of medical social service, and was also instrumental in the establishment of the Bureau of Mental Hygiene and the Hawaii Medical Service Association, a voluntary prepaid plan for medical and hospital care.

Honors

To *Dr. Donald B. Armstrong,* second vice-president of the Metropolitan Life Insurance Company, New York, and chairman of the health education section, American Public Health Association, the fifth Elisabeth S. Prentiss National Award in Health Education from the Cleveland Health Museum for his contributions as "surveyor, instigator, promoter of public health, administrator of a practical, nationwide health education service." . . . To *Dr. John P. Hubbard,* director of the committee for improvement of child health, American Academy of Pediatrics, and to *Maurice Pate,* executive director of the UN International Children's Emergency Fund, gold medals from *Parents Magazine,* for their outstanding services to children.

To *Eleanor Roosevelt,* American delegate to UN and chairman of the UN Human Rights Commission, the honorary degree of Doctor of Civil Law from Oxford University, England. . . . To *Herbert H. Lehman,* former governor of New York, the gold medal awarded annually by the Inter-Faith in Action Committee, for his "long and devoted efforts" towards better inter-faith relations in New York.

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Attention, 81st Congress!
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who would remain private practitioners. Money from the national fund would be allocated to the states and by the states to local areas where the chief administrative responsibility would rest. Voluntary health insurance plans could continue in operation along with the public program.

The Committee for the Nation's Health also urges special provisions for health services in rural areas, aid to state and local public health services, and assistance to medical education and research, without federal control.

The National Organization for Public Health Nursing recognizes "the need for some type of prepayment plan by which comprehensive medical and allied care might be made available to a large proportion of the population." NOPHN believes that, "in addition to voluntary effort, government assistance is necessary for obtaining adequate distribution of health services." The organization also endorses federal aid to states for the development of adequate local public health units in areas where they are now lacking. Extension of good public health services everywhere, it holds, would in time render unnecessary many of our "vastly expensive fractional health programs."

The American Association of Social Workers also urges more federal aid for public health, maternity and child health services, as well as for medical research, the training of professional personnel, and the construction of needed hospitals and health centers.

Dr. George S. Stevenson, medical director, The National Committee for Mental Hygiene, personally urges that the numerous federal psychiatric activities, now spread over six or eight different departments, be unified or at least correlated.

Displaced Persons

Four organizations urge amendment of the Displaced Persons Act of 1948 to remove discriminatory provisions. The act, signed by President Truman under protest, provides for the admission into the United States of some 200,000 European DP's by July 15, 1950, but with many strings attached.

The Citizens Committee on Displaced Persons hopes for removal of such undesirable features of this law as: the so-called "cut-off" date which limits eligibility for entry under the act to people who entered the DP camps prior to December 22, 1945, thus, in fact, discriminating against thousands of Jewish refugees who entered the camps later; the mandatory issue of at least 30 percent of all visas to agricultural workers; the requirement that at least 40 percent of the visas be issued to people whose country of origin "has been *de facto* annexed by a foreign power," thus favoring the Baltic DP's over others; the requirement that visas issued to DP's under the act be charged against future quotas of their countries of origin, up to 50 percent in any one year. These limitations were discussed by the committee's chairman, Earl G. Harrison, in the article "Hospitality—With Limits" in the November *Survey Graphic*.

Labor Standards

Labor standards also came in for considerable concern. Four agencies stress the need for raising the minimum wage, now fixed at 40 cents an hour. Three urge strengthening of the Labor Department's services. These steps, as well as economic planning are "important to the nation's continuing economic health," according to the AASW. The National Consumers League advocates, in addition, the establishment of a federal program for the protection of agricultural migrants, and "the extension of the coverage of the Wage-Hour Law to many groups now completely omitted or partially excluded."

The labor-employe participation department, Community Chests and Councils of America, reports labor support for the establishment of a Labor Extension Service in the Department of Labor, to provide educational opportunities for workers comparable to those provided for farmers under the Agricultural Extension Service.

Greater safeguards for child workers are urged by four agencies. The National Consumers League seeks legislation to prohibit children from working in interstate commerce and to give more protection to children employed in agriculture, as does the National Child Labor Committee. The committee also urges legislation to bring Western Union messengers and other minor workers under the protection of the child labor provisions of the Fair Labor Standards Act. The National Organization for Public Health Nursing calls for "restoration of needed child labor activities in the Department of Labor."

Recreation

Three agencies urge expansion of federal recreation services. The National Recreation Association recommends more adequate appropriations for the maintenance and expansion of existing federal recreation services, but advises that "any federal legislation designed to provide specifically for the administration of federal recreation activities" should await the recommendations of the Hoover Commission.

On the other hand, V. K. Brown, president of the American Recreation Society, points out that though the society has not yet gone on record this year, in the past it has supported bills to establish a recreation unit in the Federal Security Agency "to assist the states in the development of community recreation programs." Mr. Brown is confident that the society will come out for competent consultant service to communities; more research and experimental testing in the whole field of recreation; development under "upper echelon government auspices" of recreation services adapted to the needs of small communities. In Mr. Brown's opinion, "recreation has now established its right to independent sovereignty, instead of becoming an appendage merely, of some other primary function of government."

Three agencies advocate expansion of rehabilitation services. To provide better services for handicapped adults, the National Rehabilitation Association urges legislation to encourage states, local governmental units, and private organizations to develop rehabilitative facilities and secure trained personnel to operate them; encourage the establishment of curative or sheltered workshops for the severely handicapped; determine the number of people who need these services; and to assure an even flow of funds adequate for proper administration of existing programs.

In behalf of the blind, the American Foundation for the Blind urges: closer coordination of federal services for blind relief and blind rehabilitation; and amendment of the Vocational Rehabilitation Act to facilitate placement of state vocational rehabilitation services for the blind under the state agency conducting other services for the blind.

Three agencies urge legislation to protect the rights of minorities. The
(Continued on page 384)

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fied voters who stay home on election day, and the few people who "declare themselves and function as adult citizens" when some great civil or moral issue arises, he said he believed such lack of interest was "due to the old and sterile idea that if we gave people a dry course in civics in high school, they would later, having had this course . . . and having attained their majority, become interested in these activities." But this, he declared, does not work out.

Because the Youth Association works with and through all the community's schools and agencies and is not dominated by them, Mr. Clish felt that it "provides the vehicle that is needed for these young ladies and young gentlemen to work together upon problems that affect them. . . . That sort of activity," he concluded, "is going to continue when they are adult citizens and they will not have that lack of interest that is too characteristic today."

This is the hope and the challenge of the San Francisco Youth Association and the youth council idea!

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on the block. A sick, courageous city block; wanting better things but resigned somehow to not having much of anything. I remembered how the women had proudly shown their prize possessions, the kinds most of us take for granted: a vacuum cleaner that held first place in a dark little three-room flat, a new stove in a tiny upstairs kitchen—surprise for a woman just returning from a hospital—the gift of all gifts from her husband and ten-year-old son. Then there was a blue-glass topped coffee-table that had been a birthday gift from the boy friend. It sat in a cluttered dusty room, but there was no dust on that table!

Here were indaquately heated rooms, under leaky roofs; makeshift bathrooms without running water or basins, too small kitchens shared by four or five families living in crowded, poor rooms, but here and there modern gadgets had somehow been added. Somehow these stood out in my mind, for they seemed to be symbols of hope, of the will to live and keep struggling toward those "better things."

How shall I report all this at the meeting tonight? How can I make my neighbors seem real to this group from other neighborhoods in this great industrial city? How can I make them see how it is with folks who need so much and have so little—and make so little fuss about it? How can this visit become more than another report to be recorded and filed away?

Great talk goes on these days about the housing crisis. Promises are being made. The kids on that block will be needed — so badly needed. When they are men and women, will they too be living in shambles under leaky roofs?

Or will they? Could it be that some of the promises will be kept and that some of the city's dreams will come true?

(Continued from page 383)

immediate legislative program of the National Association for the Advancement of Colored People "is embodied in President Truman's message to Congress of February 2,- 1948, in which he urged enactment of anti-poll tax and anti-lynching laws as well as measures for the banning of segregation in interstate transportation and for the establishment of a permanent Fair Employment Practice Commission." NAACP is also urging "legislation to ban segregation in the armed services, and will mobilize all [its] resources to prevent Congressional ratification of the Dixiecrat plan for segregated regional educational institutions."

The National Urban League stresses the need for safeguards against discrimination in the distribution and allocation of all welfare funds.

In the interest of an often neglected minority, the National Congress of American Indians urges legislation: to implement the comprehensive plan developed by the Department of the Interior for the rehabilitation of the Navajo-Hopi Indians; to provide "some simple and easy means" for the individual Indian to divorce himself from tribal affiliations without economic loss or jeopardy to the economic security of his tribe; to clarify Indian rights in Alaska; and to provide for gradual transfer to tribal authorities of control over their own tribal funds. The congress also suggests that legislators give more weight to Indian leadership in framing legislation for Indians.

Congress's new look and the apparent popular interest in strengthening our health and welfare services, offer good chances that some, at least, of these bright hopes may soon be realized.

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